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C O N T E N T S

Editorials	1
The Canadian Council on Child Welfare 1920, <i>by Charlotte Whitton</i>	3
Ontario Welfare Council	7
Greetings from a Former Director, <i>by George F. Davidson</i>	8
Significance of a National Welfare Council in Post-War Canada, <i>by Harry Cassidy</i>	9
Ten Years After, <i>by R. E. G. Davis</i>	18
Hands Across the Border	23
G. B. Clarke Retires, <i>by Phyllis Burns</i>	24
Looking Backward, <i>by G. B. Clarke</i>	25
Coming Events of Interest to Council Members	27
Presidents	28
Laura Holland	30
From Former Staff and Board Members	33

DEPARTMENTS

What the Council is Doing	38
Across Canada	42
Book Reviews	52

COVER PICTURE:—An inscription on marble, set in at the right of the entrance, identifies this new building at 55 Parkdale Avenue, Ottawa, as the home of the Canadian Welfare Council.

ON HISTORY

It is well that occasions of change are also occasions for reminiscence. Human memory is short, which is a mercy if it is pain and folly that are forgotten but a weakness if it is hard-gained experience that is lost in forgetfulness. The Canadian Welfare Council is experiencing a great change, having moved into a new building specially designed and built for it. At the functions and meetings that mark the official opening during the first week in May, reminiscence will undoubtedly have a part, as old and new members of the Council and its staff come together for the happy occasion.

The material in this commemorative issue of CANADIAN WELFARE revives memories of the Council's past. The early hopes and vision can inspire us to-day, and they were not mere dreams: they were of good honest fabric woven by vigorous minds out of great knowledge and magnanimity.

While we know something of our past, we do not know nearly enough. Our collective memory proves to be as short as any individual memory. Not a single member of the present staff, we discovered, had any knowledge of the three earliest presidents of the Council, and probably very few present Council members knew them. And yet this is not a matter of eighty or a hundred years but of only thirty-five or less. If the newer generation can so soon lose the knowledge of the great personalities that preceded them, how quickly it can also lose the lessons of the organization's experience. To guard against this loss we need written history.

The records contained in minutes, reports, publications and correspondence are valuable as background for immediate work, but they are not history. They do not follow the streams of action in any continuous fashion. They do not summarize or assess the work of this or that person. They do not examine the fate of a long-continued experiment nor set down the long-term results of a particular project. History, based on the records and the recollections of the elders among us, is needed to preserve experience and make it live, so that we retain the wisdom of the past and reject the old errors.

The records of the Canadian Welfare Council are rich material for its history. The reader's interest is continually caught by mention of a name well known to him in other connections, by the appearance and

disappearance of certain committees, by changes in emphasis—from character and character-building to mental health, for instance—and by echoes of current conditions and events such as depressions and wars. A dozen little histories are suggested in the pages of the records, and a comprehensive history as well. The latter might be the history of the Canadian Welfare Council or the history of social welfare in Canada, or the historian might find that these two are so fused that they are one, for to find the roots of the Council he would have to trace all the early attempts to improve human life in this country, and for more recent years he would have to examine all the movements for social betterment that have gone forward concurrently with the work of the Council.

These are some of the thoughts that come to mind as we make the great and symbolic change from 245 Cooper Street to 55 Parkdale Avenue, from a crowded building that hampered us to a commodious one that helps us. The move has set astir new strivings in us all; and more than ever before we feel we are related by many bonds of work and friendship, the stronger for the strands of common memories and history. Now would be an auspicious time to write down the history to date. Who will undertake it?

PLANNING AND COMPLETION

From the earliest proposals to Lawrence Freiman's vigorous leadership in getting the project started, from the breaking of ground to completion, the growth of our new headquarters has been a living chronicle of intricate planning, discussion, checking and cross-checking, consultation, sometimes exasperation and frustration—and finally and almost unbelievably, a building, finished and ready for operations.

Committees, staff, the whole wide membership, architects, engineers, contractors, workmen, Hydro, telephone company, city departments, merchants, the neighbours and our friends ("How is your new building coming along?")—all have had an interest in the project.

So many people deserve thanks it would take a book to list them all. Let us, then, pay our tribute to a few—the President of the Council. M. Wallace McCutcheon; the chairman of the building campaign committee, W. Preston Gilbride; the chairman of the building construction committee, A. A. Crawley; the chairman of the committee on the opening ceremonies, Lawrence Freiman; the architects, Abra and Balharrie; the general contractor, Tessier Construction Limited—and through them to the innumerable people who shared their work. Let us also pay tribute to those who made the new building financially possible, with such liberality and, in some cases with real self-sacrifice. We sincerely hope that the work of the Council, growing in extent and quality in the new and more efficient centre of operations, will be their continuing reward.

THE CANADIAN COUNCIL ON CHILD WELFARE 1920

By CHARLOTTE WHITTON



Charlotte Whitton, C.B.E., M.A.,
D.C.L., LL.D.
Mayor of Ottawa

THE War", "Civil Re-establishment", and "The Flu" were all over by the autumn of 1920 and, in high and careless hope Canada, with the Western world, was confidently entering upon that new heaven and new earth which the millions of slain youth had died to assure.

As nearly always follows the ruthless slaughter of war, men and nations were placing a greater value upon the conservation of life and resources to overtake the tragic waste of the embattled years. In Great Britain and the United States, the immediate pre-war years had seen the energetic initiation of maternal and child health and slum clearance and housing projects. The Children's Bureau of the United States had been an immediate pre-war venture and through the years of neutrality of the U.S.A., Julia Lathrop's broad and vigorous imagination, as its Chief, had kept her

country closely in sympathetic touch with the child needs of all the warring nations.

She and certain confrères were abroad almost with the tocsin of the Armistice and, as one result, various European and British welfare movements were revived and effective in the deliberations leading to the founding of the League of Nations and successful in having provisions made therein for international collaboration in various aspects of health and welfare.

Canadians were intensely interested in these developments,—at home, where in Winnipeg, Montreal, Ottawa and Halifax representative citizen groups had long been active, and abroad, where our soldiers had won a recognition on the fields of battle that our representatives were eagerly consolidating about the conference tables.

In all these cities, and many another, two influences had been particularly strong. One was the Council of Women which had concentrated on maternal and infant hygiene and provisions for playgrounds not only in our larger urban centres but also in the mining towns of Cape Breton and, with the V.O.N., had striven for home nursing services in the outpost areas no less than in the city centres.

The other was the united effort of the Canadian Churches, particularly the Presbyterian (this was before "Union") and the Methodist, each of which had created strong social service departments as a practical "works" arm to the fervent faith of their evangelistic missions, particularly in the port cities, (coast and in-

land), and in the crowded industrial and mining areas in which the heavy immigrant population was tending to huddle with the economic recession which had begun in 1913-14.

Initially, moral reform movements fighting the vitiating traffic in intoxicating beverages, drugs, prostitution and commercialized gambling through the doughty leaders of these departments in their two churches—Dr. J. G. Shearer and Dr. T. Albert Moore—the programs were broadened to include field studies of community problems and needs, out of which came the beginnings of many of our case work agencies, some of our schools of social work and several of the settlement houses, still vigorous foci of community living in some of our cities.

Indicative of the quality and influence of this early work is the fact that among the field students in one of those years were three young men who were later to become very well known: J. S. Woodsworth, founder of the C.C.F., Dr. W. A. Riddell, for years Canada's resident representative at the League of Nations and at present lecturer in International Law at the University of Toronto, and Dr. Bryce Stewart, the noted economist who was called home to serve Canada as Deputy Minister of Labour in World War II.

Yet another current of influence, fed within the Council of Women, but farther west and with its centres in Winnipeg and Edmonton, was the concern with juvenile delinquency, reflected in some part from the attention being given to the Juvenile Court Movement in Chicago and, under Judge Ben Lindsay, in Denver.

This eddy was to be caught up and united with the vigorous, constructive and peculiarly Canadian Child Protection Movement, originating in

Toronto and Ottawa in reaction against the exploitation of child labour in the early eighteen nineties and resulting in the enactment of the Ontario Child Protection Act and the formation of the first Children's Aid Societies.

These provisions were to extend within the decade to the Maritime Provinces, Manitoba and British Columbia and eventually to become basic in the legislation of all the Provinces, including the ingenious adaptation of the Civil Code and statute law of Quebec to afford comparable developments there.

Just before World War I, due chiefly to Dr. Shearer and Dr. Moore, a unique Social Service Congress had been held in Ottawa, bringing together representatives from these various phases of welfare effort from all over the Dominion and with outstanding speakers from outside Canada. Plans for some integration of effort and cohesion of program were then developed only to be deferred with the dreadful reality of war.

Out of the War Fund appeals had come yet another force, its potency not yet discerned—the community appeal for community funds, with Montreal, Toronto and Winnipeg first to experiment among the Canadian cities. In Toronto, unrelated but effective, a Toronto Child Welfare Council was attempting to draw together in common effort child hygiene and child protection interests; in Winnipeg a Federated Budget Board and, in Montreal, the Montreal Council of Social Agencies were seeking to assure conference and planning processes as prerequisites to common campaigning and financing.

A Dominion Department of Labour had been set up under its own Minister during the War; New

Brunswick, shocked by its infant mortality, had created the first Ministry of Health in the British domains; Halifax, shattered in the terrible explosion in the harbour, through the generous funds and personnel provided by the people of Massachusetts had set up effective Health Centre Services while the welfare workers, seconded from "the Canada", had skilfully correlated certain of the old poor law provisions with the newly developing casework and referral bureaux of more recent United States practice.

Thus the War, with all its costs, had brought a heightened sense of responsibility of the community for the well-being of its members as well as a deepened knowledge of the extent, cost and sharp need of overcoming the vitiating influences sapping the health, morals, character and very being of the Canadian people.

As the War itself could not have been fought on any but a Dominion-wide front, so Canadians realized that the strategy of attack and success in their welfare needs and planning depended upon a like community of understanding and effort.

And so, in response to public demand, there came two developments, destined to be the basis of much of our nation-wide welfare developments: the Dominion Bureau of Statistics and the Dominion Department of Health. (Indicative of the difficulty of approach was the fact that not until 1926 could a wholly participating "Dominion" Registration Area be assured as the basis for vital statistics returns).

There has been a determined drive for the creation of a "Children's Bureau" in the Department of Labour, obviously a parallel to the effective U.S. Children's Bureau

under the Secretary of Labour. But child labour in Canada was a sharp issue, jealously regarded by certain of the Provinces, deemed almost non-existent in others. Child health, child life with our terrific infant mortality rate was a cause in which all Canadians were more likely to be enlisted and so a Maternal and Child Hygiene Division, within the new Department of Health, was the Dominion's "way out".

But not even the appointment of Dr. Helen MacMurchy, Inspector of Auxiliary Classes and Services for the Province of Ontario and perhaps the most widely known welfare personage of that day, assuaged the demand of these various seething elements in the Canadian scene for a comprehensive coordinated welfare program. Colonel Dr. John A. Amyot, Professor of Public Health and Hygiene at the University of Toronto, and with a splendid overseas record in the sanitation services of the Canadian Army, was named Deputy Minister for the new Department. He convened a group of the dissatisfied in Toronto in the spring of 1920 and, after a stormy session, promised a conference in Ottawa, held in October 1920 to discuss a children's bureau or some similar provision.

When that conference met, sharp divisions were at once clear. The Canadian Public Health Association, assured of generous aid for "pilot" developments by the Canadian Red Cross Society, offered through its president, Dr. J. G. Fitzgerald, a nation wide medium for "Child Welfare", sharply rejected by the Montreal interests—who, though having a splendid Child Health Association, through their spokesman J. Howard Falk and Dr. Helen R. Y. Reid fought

vigorously for an independent "overall" child welfare approach.

The Winnipeg people, with D. B. Harkness and G. B. Clarke at their head, sought an even broader "child and family welfare" service, which latter inclusion almost cost this first conference the adherence of the Quebec City "Goutte de Lait" delegates. The Prairie people demanded a probation agency while the powerful delegates of the newly created Women's Institutes sought primarily a Maternal Hygiene service.

Most influential of all groups however were the representatives of the Social Service Council of Canada, the inter-church body, created in 1918 by Dr. Shearer and Dr. Moore in the hope of uniting both moral reform and technical social services in one inclusive clearing house for all Canada. Valiantly they urged this answer in the willing disintegration of that first conference and, failing, proposed an interim Committee with the loan of technical staff from the Social Service Council to report to a subsequent meeting of this "Committee" or Conference or, as it became before adjournment, "Council on Child Welfare".

By this time, Dr. Amyot had reported the Government's somewhat nervous but determined decision that some such Council, *not* a Bureau within the Dominion Government, was deemed the answer to the need for conference and clearing house services for the Canadian provinces and agencies in the child welfare field.

Moreover, Dr. Amyot was authorized to assure the delegates that, if they could bring about such a Council, the Dominion would consider favourably a grant towards its operation, comparable to what it

might obtain from private sources and other public authorities, provincial and municipal.

An interim Council was set up, and, convening in April of the next year, adopted a constitution, elected a continuing executive and arranged the first fully inclusive Canadian Child Welfare Conference. Mrs. H. E. Todd, Orillia, Ontario, President of the Women's Institutes of Canada, made a splendidly impartial first President, while the Montreal group with Mrs. Sidney Small, Alderman of the City of Toronto and President of the Toronto Child Welfare Council, raised from private donors the funds necessary to qualify for the first federal grant.

The election of the gracious, able and widely loved Madame Jules Tessier, of Quebec City, as the Council's first and, for years, devoted Honorary Treasurer was perhaps the most potent single factor in obtaining and retaining the confidence and fruitful participation of representative Quebec interests in the young Council, the first national welfare agency to enjoy such membership and to offer bilingual conference and services.

The Council at first had as headquarters "P.O. Box 753, Ottawa", then my home address, and later a small office in Ottawa—with one full-time staff member—and finally, in December 1925, was able to engage a full-time Director.

From the first, circumstances forced the Council to a broad range of responsible interests—child hygiene, child labour, delinquency services, child care and protection, the moral and religious needs of the child, recreation services.

Then in 1929, with courageous vision, the Council enlarged to be-

come the "Canadian Council on Child and Family Welfare", later changing with the changing tides to "The Canadian Welfare Council", thus continuing to fulfil the hopes of those who struggled so to found, and have it find its way, a channel of understanding and service among the welfare interests of different types and services in all parts of Canada, and between these services and their governments at all levels, by study, survey, research and education.

It is a long—and was often a sad and dreary—way from the tempestuous meeting in a drab room in the old "Grand Union" Building and "P.O. Box 753" in Ottawa, in 1920-1, to the splendid new Council House on Parkdale Avenue in the Dominion Capital of 1956. But this is unchanged—humanity's heart seeking to serve humanity's need in the never-ending search of man to find fulfilment in the mind and heart of God. The future we may continue to face, "now we have proved the past".

ONTARIO WELFARE COUNCIL

Welfare services in Ontario have grown from the scattered orphanages and poor houses of the mid-nineteenth century into a vast and complicated network of social agencies.

Today services vary both in number and in kind from one community to the next. Some are under public auspices, federal, provincial or municipal; many are voluntarily directed and financed; others combine public and private aspects in their function. Some Ontario municipalities have all of these services, others have few.

Contributing to this growth are two dynamic factors:

Increasing knowledge of and skill in the ways of helping people to live constructively, which have led to greater public awareness of the value of social services to the individual, his family, his community and his nation; Our rapid industrial expansion, which has brought new pressures into our daily lives and also new sources of revenue to our senior governments enabling them to finance social programs to help us meet those pressures.

As a result of this Topsy-like growth, there is widespread concern with overlapping of services, unmet needs and lack of planning.

In 11 of Ontario's 967 municipalities community welfare councils have been organized to work toward integration locally. A national body, the Canadian Welfare Council, is a clearing-house, a centre of social research and a force in developing national unity on welfare questions.

There is a distinct provincial area of work for the Ontario Welfare Council. Welfare is largely a provincial responsibility and this is apparent in legislation and financing. The local municipality has great administrative and some financial responsibilities. Voluntary organizations exist on all levels, but operate within provincial legislation. Sound development in welfare will not take place without action at the provincial level.

Through research, education, consultation and representation the Ontario Welfare Council promotes joint effort to bring about an integrated advance in the social services of our province.

From Teamwork in Action, a brochure issued by the Ontario Welfare Council.

GREETINGS FROM A FORMER DIRECTOR



Dr. George Davidson was executive director of the Canadian Welfare Council from 1942 until 1944, when he became Deputy Minister of Welfare in the newly formed Department of National Health and Welfare. He had earlier been Superintendent of Welfare and Neglected Children for British Columbia, executive director of the Vancouver Welfare Federation and Council of Social Agencies and, from 1939 to 1942, Director of Social Welfare for British Columbia. His long association with the Council makes him a very special friend.

My close personal association over twenty years with the Canadian Welfare Council—first as board member, then as staff member, latterly friend and neighbour—makes it a happy task to share in this salute to the Council as it establishes itself in its new premises.

It is undoubtedly a milestone in any agency's history when it can erect a building, tailored to its needs, in which it will be able to carry on its work with greater efficiency and comfort. But the real significance of this achievement is surely that it represents a public expression of confidence, not only in what the Council has done to date, but in its potential for increasing and expanding services to the Canadian community in the years to come.

As Harry Cassidy insisted in his speech in 1945, reprinted in this issue, there is no justification for assuming

that because one task is done, others will not arise; that because governments have increasingly accepted responsibility for social security measures and welfare services, the work of voluntary agencies is thereby lessened.

Fortunately in Canada we have been able to raise our sights considerably on human welfare as we have developed the country's resources and raised the general standard of living. I am sure that we will continue to do so. The tasks ahead and the emphasis may change from time to time, but the Council's history, paralleling as it does a period of tremendous expansion in Canada, gives an assurance that it will be able to adjust itself to the country's development and play its unique role with increasing usefulness and distinction.

GEORGE F. DAVIDSON

THE SIGNIFICANCE OF A NATIONAL WELFARE COUNCIL IN POST-WAR CANADA

By HARRY M. CASSIDY

Since Harry Cassidy gave this address before the Annual Meeting of the Canadian Welfare Council in June 1945, a number of people in the Council have repeatedly gone back to the text (as printed in this magazine in the same month) to refresh their memories of it. The statement seemed to epitomize everything that faced the Council in that year of the ending of war and the beginning of reconstruction. Ten years have gone by, and a younger generation of workers is rising in the social welfare movement. For them, and also for others who have not read it lately, we are reprinting the address. The reasons for this unusual repetition of a previously published article are sufficiently evident in the article itself.

Harry Cassidy died in November 1951, and in the December 15 issue of *CANADIAN WELFARE* of that year will be found a written account of his life and work—as teacher of economics and social welfare administration, as Director of Social Welfare for British Columbia, as director of the School of Social Welfare at California University, as author of *Social Security and Reconstruction in Canada* (1943) and *Public Health and Welfare Reorganization* (1945), as director of training for UNRRA and finally, 1945-1951, as Director of the University of Toronto School of Social Work. The unwritten account is the continuance of his influence among us.

Following Dr. Cassidy's article is a statement by the present Executive Director of the Council, entitled "Ten Years After". Mr. Davis examines our present position in regard to the tasks outlined for the Council by Harry Cassidy.

THERE are various questions which have run through my mind as I have tried to think what I should say this evening. Now that victory in Europe has been achieved and that victory in Japan is in sight, will there be a more fertile field than before for the work of the Canadian Welfare Council? Has the Council a part to play in the future even more significant than

during the first twenty-five years of its history? What are the specially important obligations which it must face? And what adjustments in policy and practice, if any, must it make to rise to its new opportunities?

I feel no great competence to answer the questions which I have posed. I am handicapped in my knowledge of the Council's work not only by absence from Canada during



the last six years but also from having spent a good part of the 1930's on the Pacific Coast of Canada, which in those days, before there was a Trans-Canada plane service, was metaphorically 25,000 miles from Ottawa. Therefore, I am constrained almost to speculate on my topic as one who has viewed Canadian affairs from afar—and also, perhaps, to approach it with the too expansive and exuberant view of the Pacific Coast, further mellowed by the sunshine of California, which may lead me at times away from the stern realities more commonly recognized by those who are hardened by the climate of central Canada.

But I have tried, during these last three days in Ottawa, to pick the brains of the Acting Director, of the former Director, and of various board members and others; and to their friendly assistance and advice I am greatly indebted for some ideas which may make sense to you.

Two Great Assets

The significance of the Canadian Welfare Council after the war must be considered against the background of its past. It seems to me that it approaches the post-war period with at least two very important assets to its credit.

In the first place, it is the recognized national agency for the promotion of social welfare in Canada. This is the result of its long years of constructive work of education, of information, of survey, and of consultant service. Wherever one goes across the Dominion, from Victoria to Halifax, one finds the evidence, in a children's aid society, in a family welfare association, in a community chest, or in a public welfare department, of some important piece of work which was initiated or stimu-

lated by the Council. There can be no question about the fact that the great bulk of the progressive social agencies throughout the country, public and private, look to the Council for service and assistance and desire to collaborate with it in the achievement of common purposes.

Secondly, the fact that the Council is concerned with the whole field of social welfare is enormously important. In the United States, on the other hand, there are many different national agencies organized on a functional basis. Literally scores of them are listed in the Social Work Year Book. If you are concerned with a number of different functional fields, as I have been, and if you have occasion to seek the assistance or the advice of national agencies in the United States, you have to visit New York, Chicago, Indianapolis, Washington, and other cities and to call at many offices.

The much greater simplicity, convenience, and potential efficiency of a national organization for social welfare centred in Council House, at Ottawa, is something which perhaps one can only appreciate if he has worked in the United States.

Post-war Demand for Services

Granting the fact that it has performed most valuable services, that it is the recognized national agency in the welfare field, and that it is a well-integrated body, does it follow that the services of the Council will be as much in demand in post-war Canada as they have been previously?

I understand that some people have suggested a negative answer. For, they say, the early prospect of a great national system of public social services under the leadership of the newly established federal Depart-

ment of Health and Welfare means that the work of the Council will be taken over in large part by government. From this point of view the Council has fulfilled itself by contributing towards the development of a complete system of social security. I suppose it follows that we should decently commit hara-kiri and ask some of our friends to arrange honourable funeral ceremonies on our twenty-sixth or twenty-seventh birthday, at which the theme of the orations would be "We died young, but not in vain!"

This argument deserves some examination. There is no doubt about the trend towards a great expansion of our public social services. The formation of the Department of National Health and Welfare is a most progressive step. Evidently the Minister and his able Deputies contemplate the development of functional divisions for both health and welfare which will be staffed with technical experts able and willing to offer valuable consultant services to the provinces. It may appear at first sight that this will mean inevitably that provincial and local health and welfare representatives will beat a path in future to the offices of the new department rather than to Council House on Cooper Street.

There are various reasons for believing that these new developments in the public social services will make for no decrease in the work of the Council. On the other hand, the results are likely to be the very reverse—just as in the United States, when the period after the adoption of the Social Security Act of 1935 was the period of greatest expansion in the activities of the American Public Welfare Association and of many other national agencies.

The fundamental reason why we expect more rather than less demand for the services of the Canadian Welfare Council is the enormous size of the task of building a national system of social security for Canada. It is all very well for the various political parties to accept the principle of social security and to promise legislative action in the near future. But this does not guarantee that the job is going to be done next year or the year after; or that when the first formal steps have been taken a really true and good structure of social security will have been reared.

1945 Agenda

Unfortunately, we have a tremendous backlog of hard work to do in building our existing Canadian social services up to good standards as well as to plan and erect the new schemes which are needed.

We still do not have health insurance, in spite of years of work on the subject by the Dominion and legislative action of one kind or another by five provinces.

Old Age and Survivors' Insurance is a huge job which is on the agenda.

We must rebuild, from the remnants of the unemployment relief program of the 1930's, a proper system of general assistance.

Juvenile courts, child care societies, and family welfare agencies cover only a part of the country.

The report of the Archambault Commission of 1938 on the penal system has not been implemented; and social workers everywhere realize that our provisions for the treatment and prevention of delinquency are generally weak in the extreme.

There is still a tangle of residence rules throughout the country to govern eligibility and responsibility for

public assistance and institutional care which must be unravelled.

Our mental hygiene, tuberculosis, and hospital services need to be greatly expanded and improved. Preventive work in mental hygiene is only in its infancy.

All across the country we need larger units of administration organized on a country or district basis, to operate our local services effectively.

Provincial administrative machinery must be improved and financial relations between the provinces and the local authorities must be drastically revised.

There is a shortage of trained personnel so grave as to prejudice very seriously the achievement of good standards of social work in the public services for years ahead.

And then, above all, is the overriding problem of dominion-provincial relations regarding operating functions and finances.

Here, truly, is a tremendous agenda for those who plan our social services. There is work for all; and if the new Department of National Health and Welfare and if some of the provincial departments do much more than in the past to perform research, informational, and consultant services, thereby relieving some of the demands upon the Canadian Welfare Council, this does not mean that there will be nothing for the Council to do. It only means that the Council will be more free to turn its attention to problems which, perforce, it has long had to neglect; and to develop new types of service for its constituency, public and private.

Tasks for the Council

More specifically, there is an abundance of work for the Council to undertake along the following lines:

First, the Council must continue to

meet the needs of the private agencies who look to it for assistance. It is not likely that the new public departments will do much, at least in the near future, to provide a consultant service for family agencies, children's aid societies, private recreation agencies, and the like. Perhaps they should do so. In fact, I think there is much to be said for their helping out.

The idea that private social service always precedes and paves the way for public social service is not one which is borne out by the facts. In our brave new world of the social security era it is proper for us to look to public departments actually to stimulate and encourage private social services in certain areas which for one reason or another it is not appropriate for government to exploit.

But this represents a fairly developed and sophisticated stage in the history of a public department and we are not likely to see it in full flower for some time. In the meantime, there is sure to be a great continuing demand for assistance upon the Canadian Welfare Council by the private agencies and the chests and councils throughout Canada. Since there is every reason to believe that, even with a great expansion of public social work, private social work will continue on at least as great a scale as at present, the Welfare Council need expect no relief in demands from this quarter.

Second, it may be surmised that the demand for community surveys and for agency surveys will actually increase. For as we turn from the arts of war to the arts of peace, citizens everywhere will be far more concerned with questions of the social services. This surely will mean that in many small and medium-sized communities which have previously not known much of modern social work

there will be a desire to survey existing activities, to seek how they can be improved.

Likewise, the boards of existing agencies in the larger communities which have been operating according to a fixed pattern for a number of years will almost certainly have to readjust their policies to changing conditions. They, too, may find it expedient to ask that their work be studied carefully and to seek expert advice regarding the adjustments in policy which they should make.

Third, the creation of new public agencies may actually lead to an increase in public agency clientele for the Council. Some of the provincial governments may not welcome the consultant service which they can obtain from the federal Department of Health and Welfare. Political differences between the governments in office at Ottawa and the various provincial capitals are reflected inevitably in administrative relationships. Federal officials from the new department may not always find a warm welcome in Queen's Park or in Edmonton or in Quebec City. But this is not the case with representatives of the Canadian Welfare Council.

The Council is outside of the political arena. Its staff members have had a long experience of walking freely into public welfare offices across the country where they have generally been warmly received. There may well be an entrée in many public offices for the staff of the Council where there is not for the staff of the federal government.

Fourth, the Council has an extremely broad field of service, a field which on account of limitations of budget and staff it has never been able to cultivate to the full extent. Some parts of the field are not likely to be

covered very well by any parallel services to be established by the Dominion.

For example, the new Department of National Health and Welfare does not have any jurisdiction over the control of delinquency and there seems small prospect of a consultant service on this subject being established by the Dominion government in the near future.

The various aspects of recreational and leisure time activities are so pervasive and so extensive as to make it unlikely that they will all be dealt with very adequately by a technical division under Health and Welfare.

The Dominion has done little or nothing to help the provinces with Workmen's Compensation. Social insurance, perhaps, is a field to which the Council should give serious attention. Vocational rehabilitation for civilians is a subject which is likely to grow in importance as we examine and appraise our human resources in the postwar period and which will probably call for promotion outside of government.

Problems of housing and of housing policy are manifold and perhaps the Council should give serious attention to them.

These are all branches of work which are quite likely to provide abundant occupation for the Council staff in addition to the fields of child welfare, family welfare, community chests and councils, and public welfare administration which have been of major concern in the past.

Fundamental Reasons for the Council

What I have said thus far refers only to the potential growth in demand for the Council's services. But the Council is not an agency which

can or which should stand still waiting for organizations and individuals to request assistance. It must also be an initiating, pioneering body which goes forward into territory which has been hitherto unexplored. Its very activities of this type are likely to create further demand for its services. Like olives and whiskey, the taste for it must be cultivated. This indeed has been its history.

Its willingness to investigate, to inquire, to promote, to stimulate, and, indeed, to agitate, has led to its development to its present stature. There are the same fundamental reasons today as there were at the outset of its history and as there have been during its twenty-five years of development for it to play an active role in promoting the welfare of the Canadian people.

Let us look at these fundamental, or basic, factors which make a national welfare council essential. There are at least four of them to which I should like to call your attention.

In the first place, the national council is urgently needed to provide the machinery for consultation and cooperative action between those concerned respectively with the public and the private social services. No federal department can well provide a forum for discussion between all public and private groups in the country. At certain times, and on certain subjects, we will not, indeed we cannot, speak freely and frankly at conferences or in committees summoned under the auspices of a federal agency.

But it is quite different if we meet under the wing of the Canadian Welfare Council. Here we meet as professionals and as laymen interested broadly in the cause of social welfare and not as the representatives of par-

ticular departments or agencies whose interests we must defend. Here we have an opportunity of considering problems of mutual concern primarily from the standpoint of technical considerations and with a common allegiance to the public welfare as an over-riding ethical guide to our work. Here we can be at least potentially, free men and women using our technical knowledge and ability wholeheartedly in the interest of social justice and community well-being.

Secondly, we need the national council to coordinate and contribute towards a great deal of activity being carried on by a number of national organizations active in welfare or related fields, or with interests in social welfare. Such agencies as the Canadian Association of Social Workers, the Canadian Conference on Social Work, the Canadian National Committee for Mental Hygiene, the Canadian Public Health Association, the Health League of Canada, and the national councils of the Y.M.C.A. and the Y.W.C.A., are concerned wholly, or in part, with subject matter which comes within the range of jurisdiction of the Canadian Welfare Council.

It is fit and proper that the organization with the broadest jurisdiction, should take the lead in mobilizing the full strength of these related agencies for common purposes, in coordinating their activities, and in avoiding wasteful duplication of effort.

Then there are many other bodies which are concerned to some extent at least with welfare questions. Among these are the Canadian Manufacturers Association, the Canadian Chamber of Commerce, the Trades and Labour Congress of Canada, the Canadian Congress of Labour, the Canadian Federation of Agriculture,

the various women's organizations, the central Church bodies, the Canadian Medical Association, and the Canadian Bar Association. Indeed the list can be expanded indefinitely.

It is most desirable that such bodies should be able to turn for advice and assistance to an agency concerned primarily with social welfare; and it is likewise possible for the Welfare Council both to obtain help from them on particular issues and to bring them together for common purposes.

Thus at the national level the organized social welfare interests of Canada have a channel of communication with other organized interests if they have a national agency to represent them. But without such an organization their opportunity of working cooperatively with other functional groups in the country is a good deal less. We need their understanding and their help in order to obtain our broad objectives.

A third major function for the national council is to represent organized social work in the international sphere. There is probably much more of this to be done than ever before. If the International Labour Office does not broaden out to deal with all types of welfare issues, it is likely that some new international welfare agency under the Economic and Social Council of the new world organization will be established. Many of those who have been planning this body, as I heard frequently in Washington this past year, are most eager that the various countries should be represented not only by official, but also by non-official delegates, such as the Canadian Welfare Council might nominate.

The British National Council of Social Service is eager to undertake cooperative projects with us in Can-

ada, including the exchange of technically equipped personnel. Frequently there are occasions when negotiations of one kind or another between the organized Canadian welfare field and American organizations of a similar kind are desirable.

We must have a national agency to represent us effectively in these manifold international activities. They are great in significance, these functional international relationships, far beyond their immediate value for the purposes of social welfare. For in carrying them on we spin a thread that connects us to other countries. If other functional groups do the same there are developed the essential elements for great hopes of understanding and mutual interest which may bind the nations together so firmly that they will not again fall apart into mortal combat.

Fourthly, we urgently need a national council to mobilize professional and lay opinion for good social services in Canada. There is no guarantee that our social services will be good merely because we have a new federal department, or because we have some provincial and local departments headed by men and women of ability in whom we have confidence.

As civil servants, they must follow the policies set by their governments, and we know that governments come and go and that government policies are decidedly changeable. The civil servant—and I speak with some personal feeling, as one who has gone through the process himself—is much affected by the environment within which he must work. There is considerable danger of his vision being narrowed and limited as he slogs away at specific jobs, too often under

political conditions that are discouraging. I am sure that the best civil servants will agree that they urgently need the stimulus of ideas, of argument, and of criticism which may come from those not connected with the public service.

This point can be overplayed. I have really the greatest confidence in the good civil servant. I am not one of those who quails at the prospect of more bureaucrats. I think that if we had better bureaucrats we would have far less bureaucracy.

More important than limitation in the view of the civil servant is the problem of the able civil servant not getting enough backing for the schemes he desires to advance in the public interest. He needs badly our support, working through such an organization as the Canadian Welfare Council. It is the best civil servants who realize this and who know that we can assist them mightily in achieving desirable goals.

To my mind it is simply indispensable that we should have an independent agency concerned with social welfare to promote, to appraise, and to criticize the public social services. Mistakes are bound to be made by those charged with responsibility for legislation and for administration. We have the opportunity and the obligation of pointing out these mistakes and of offering our constructive alternative proposals. In so doing, we are performing an essential function within a democracy.

We are the channel through which the conscience of our functional field is expressed. If we were to close that channel the conscience would largely be smothered; and I fear that over a period of years the effects upon the performance of our legislators and our bureaucrats would be disastrous.

Adjustments in Council Policies

It is not for me to say how the Canadian Welfare Council will, or should, rise to its new opportunities and obligations in the postwar period. That is for the board and the staff to determine. But there are three points of importance regarding ways and means which I think should be mentioned before I conclude.

1. The first of these has to do with resources and staff. Edmund Burke has well said that "parsimony is not economy". Expense, and great expense, may be an essential part in true economy. The Canadian people have clearly been parsimonious rather than economical in their financing of their national private welfare agency, for its modest budget is scarcely compatible with the scope of its obligations.

If the program of the Council expands to the extent which I trust will be possible when competent personnel can be obtained, it seems to me we must all unite to do everything possible to increase its budgetary resources to an adequate level. And I suspect that the level will have to be a great deal higher than it has been in the past.

2. My second point is that perhaps more can be done in the way of functional decentralization within the Council itself. Its present organization provides for functional divisions, of child welfare, family welfare, community chests and councils, delinquency and crime, etc., each to be served by professional secretaries. Is it possible that more can be done to provide for substantial autonomy within the various divisions? If this is done, will it perhaps attract to the Council agencies and individuals interested in specific branches of the welfare field?

I think that these questions deserve careful consideration. Will you not agree that most people who are associated with welfare programs are not interested so much in social welfare as a whole as they are in recreation, or in delinquency, or in child welfare, or in even narrower branches of the field?

After all, social welfare is a very big mouthful of human affairs indeed, and it is not many of us who have the time and energy and the desire to swallow and to digest all of it. Therefore, we may pay lip service to the idea of welfare in general while our real desire is to give our time mainly to some aspect of the field.

My question then comes back to this—may it not be appropriate to give considerable scope to the urge for specialization by giving a large degree of freedom to people concerned with various branches of the field to work out their own problems within the functional divisions? This would no doubt permit the addition of a considerable number of committee members to the working personnel of the Council.

For example, in the field of recreation and group work there is much stirring at the present time and some people suggest that it needs a national organization to serve it. But why cannot the interests of the agencies and individuals concerned with this problem be met by adequate representation on committees of the Welfare Council under the Division of Recreation and Leisure Time Services and under the professional leadership of a divisional secretary?

My third point has to do with another type of decentralization. This is a difficult country in which to operate national government and national organizations of all kinds. Decentral-

ization of many activities appears to be essential to efficient public administration and to success in the organization of our private affairs. The Canadian Welfare Council aims to serve Canada and it has a distinct contribution of this nature already to its credit. But if its work is to expand, as I think it will, it will have to reach out into the highways and the byways of the Dominion to an even greater extent than it has done previously.

Perhaps one way of achieving this objective is to develop regional offices. Various of the national American agencies have found it necessary and desirable to decentralize their affairs in this manner. Perhaps the Council can stimulate the development of provincial agencies which will affiliate with it and which will perform some functions on the provincial level which the national organization is not in a good position to undertake.

Specifically, I have in mind the making of representations to the provincial governments and the mobilizing of provincial opinion regarding the social services. At the local level we have, at least in our larger communities, councils of social agencies which represent the social welfare interest before municipal bodies; and at the national level, we have the Welfare Council.

But we lack, and I think we lack very seriously, anything at the provincial level comparable to state organizations in the United States which watch over the activities of state government and which constantly make proposals to the state legislatures, to the governors, and to administrative officials.

A distinctive advantage of geographical decentralization is that it should go far to send the roots of the Welfare Council deeper into the Can-

adian soil. The roots are there now. But they must stretch out to every community in the land. The more our work is based upon strong community foundations, the better position we are in to carry forward effectively our work at the national level.

This brings me back to a theme of a few minutes ago regarding the democratic contribution of the Canadian Welfare Council. If our roots are deep in the Canadian communities from coast to coast, there is not much danger of our being led or misled by the professional personnel of our national staff, or by board members from the large cities, for their ideas will have to be checked and counterchecked by the opinions of great numbers of lay people throughout the country.

Our own policies and programs will be democratically constructed and nurtured. The more democratic we are in our own structure and pro-

cedure the greater our strength in the confidence of the people, and the greater our contribution to the cause of Canadian democracy in general.

Significant Future

And so I conclude that there is no lack of great tasks for the Council to perform. Veritably, the harvest is plentiful but the labourers are all too few. This Council is an indispensable instrument in the building of a great system of social services, public and private. It has done much in the past twenty-five years.

But this, I submit, is only a prelude to what it may achieve in the future. For there are broader fields opening before it, its opportunities are glittering, and its obligations are high. I am convinced that it can play an even more significant role in post-war Canada than it has played during the first twenty-five years of its life.

TEN YEARS AFTER

By R. E. G. DAVIS

Executive Director, Canadian Welfare Council

IT was a happy inspiration that prompted the editor of CANADIAN WELFARE to reprint this address of Harry Cassidy's. In an issue specially planned to commemorate the opening of our new building, many readers will welcome the opportunity thus afforded them to read again what a warm friend and keen observer had to say about the Council as we passed an earlier milestone in our history.

I remember very distinctly the 25th Annual Meeting at which Dr. Cassidy was the guest speaker. I had been approached to become Executive Director of the Council and I slipped into the Chateau Laurier that night to see what kind of body this was with which I was proposing to

throw in my lot. If I had any doubts about my decision before the meeting, they disappeared long before Harry had finished. The picture he painted of what the Council had already accomplished in the life of Canada and his vision of the opportunities that lay ahead left me fully persuaded that here was an organization well worthy of the best one had to offer.

The Council and Public Programs

One of the first questions to which Dr. Cassidy addressed himself was whether there would be a position of continuing leadership for the Council in post-war Canada, having regard to the recent establishment of a Depart-

ment of National Health and Welfare. In retrospect it is hard to realize that a fear of this sort troubled members of the Council at that time. It found no lodging in Dr. Cassidy's mind and his conviction that the welfare activities of the federal government would accelerate rather than diminish the demand for the Council's service brought warm reassurance to many of his listeners.

Parenthetically, Dr. George Davidson shared the same belief. In his farewell message to readers of CANADIAN WELFARE at the time of his retirement as Executive Director of the Council, he wrote as follows: "The Canadian Welfare Council has added—in the creation of the new Federal Department of Welfare—to its potential list of clients, its newest and biggest 'customer', the Federal Government itself".

How soundly based was the faith of both these leaders must be apparent now to all of us. Not only were working relations quickly and firmly established with the new Department of National Health and Welfare, but, as public programs expanded throughout the country, the Council found itself extended often beyond its resources in attempting to meet the requests for cooperation and assistance that have come to it from welfare officials at all levels of government.

Nor has the Council's interest been limited to consultation on existing programs. Consider the great developments in public welfare that have taken place during the past eventful decade: old age security and related services, rehabilitation programs for the disabled, the expansion and liberalization of unemployment insurance, low-rental housing, penal reform, community recreation programs, higher

standards of child and family care and now, coming over the horizon, unemployment assistance and health insurance.

No one would claim, of course, that the Council has been principally responsible for these developments, which were impelled by many forces. What can be said is that in all of them the influence of the Council was present and that in some instances the advice it provided had a very direct effect on the kind of programs that came to be established.

"Beloved Octopus"

In appraising the Council's position in 1945, Dr. Cassidy laid stress on what he regarded as its two great assets: that it had come to be accepted as the national agency for the promotion of social welfare in Canada, and that it was concerned with the whole welfare field. Whether such a bold claim could be maintained without qualification, either then or now, is a question, but that it had considerable validity there can be little doubt.

Starting off in 1920 as the Canadian Council on Child Welfare under the direction of Miss Charlotte Whitton, the new organization quickly broadened out to embrace first family welfare and then, one after another, other areas of service as need and public interest developed. The London *Economist* some time ago referred to our counterpart in Great Britain as "that beloved octopus, the National Council of Social Service", and the same appellation, one would hope with similar affection, could fittingly be applied to the Canadian Welfare Council.

We might in Canada have followed the American path with a separate national organization for each of the main welfare areas: child welfare, family welfare and the rest. But there

are unquestionably great advantages in a single organization that unites them all and ensures cooperative planning and exchange of experience across the entire field.

It is not surprising, therefore, that ten years later the same pattern persists and that the Council today is more firmly established than ever as the central clearing house and rallying centre for the whole welfare movement throughout the country.

One must be careful, however, not to exaggerate the success of the Council in the performance of its liaison function. For one thing, on the voluntary front its relation with local agencies, including community chests and councils, is considerably closer than with the various national organizations in the health and welfare field. True, the latter usually form part of the Council's membership and participate to a degree in its program, but up to the present they are less involved in the framing of general policy, and the Council for its part plays only a limited role in fostering cooperation among them.

Similarly one has to acknowledge shortcomings in the Council's relation with the many other national bodies that have a stake in social welfare, bodies some of which Dr. Cassidy lists representing business, labour, agriculture, women and various professional groups. Here again there is often a membership connection, and on specific projects (as for example the Council's committee recently on health insurance) people from many of these organizations are drawn in. None the less with them as with the national welfare organizations the Council's lines of communication are less direct and vital than envisaged by Dr. Cassidy in his address.

International Role

Finally there is the responsibility for linking social welfare in Canada with the needs of people in other lands. No one would want to minimize how much remains to be done at home in the interests of human betterment, but more and more, as we are coming to recognize, it is in the international field that the greatest challenge lies.

Harry Cassidy saw this ten years ago and called on the Council to strengthen its relationships with organizations and groups corresponding to itself in other parts of the world. That there has been some response, at least by intention, is shown by the fact that the Council a year ago in revising its By-laws included an article which attempts to define its international role.

It is possible also to point to actual contributions which the Council has made. It may not be generally known, for example, that each year the Council deals with several hundred enquiries that come to it from other countries for information about Canadian welfare programs, or for help on a specific problem as that of a foreign social worker who would like to find employment in Canada or of an immigrant's family left behind in Europe.

The Council also cooperates to a limited extent with the Social Affairs Secretariat of the United Nations and the officials of our own Government concerned with Technical Assistance and the Colombo Plan. Its assistance is sought by these agencies not only in securing information from time to time but also in locating suitable Canadians for welfare appointments abroad and in providing for United Nations Fellowship students the kind of experience and training in Canada

that would be most useful to them.

Yet in spite of achievements such as the above it must be acknowledged that up to the present the Council's chief attention had been directed to the immediate requirements of its own members, and whatever we have done internationally has had to be fitted into an already heavy schedule of domestic duties. We shall need to examine this situation as we plan for the future. Today, even more than ten years ago, international collaboration in social welfare is an urgent matter, and the Council must be equipped to play its part in a manner consistent with its position of leadership and the importance of the tasks to be done.

Ways and Means

To me the most interesting part of Dr. Cassidy's address is the closing section on ways and means, and this mainly because it is so characteristic of the man himself. Harry, as those of us who knew him remember very well, always saw things in large terms. His mind was filled with great hopes and great projects, but he was never a mere Utopian. Unfailingly in a speech or article he got round at the end to the practical question of next steps, and when he did he could usually be as realistic and definite as the most tough-minded man of affairs.

In this instance, having sketched in bold terms the future he saw for the Council, he put his finger on three "adjustments" which in his view the Council would have to make if it were to "rise to its new opportunities and obligations". It is worth our while to look at each of these briefly and see what we have done about them in the years since.

First the question of resources and staff. Here clearly the Board of Governors has given heed to the ad-

monition that "parsimony is not economy". Whereas in 1945-1946 the staff of the Council consisted of 5 executives and 12 clerical workers, today the corresponding figures are 17 and 27. And expenditures which totalled \$41,000 that year have increased to over \$210,000 for the year just closed, and are estimated at \$245,000 for 1956-1957; besides which, of course, the Council now has its new building which should add greatly to the efficiency of its operations.

Dr. Cassidy's second point had to do with what he calls "functional decentralization". It was his idea that greater freedom should be accorded to the Divisions within our organization and that the Council itself should be constituted somewhat as a federation of more or less autonomous groupings. Such an arrangement, he felt, would give added vitality to the Divisions and would have the further effect of bringing within the orbit of the Council individuals and organizations whose concern is less with welfare in general than with particular areas such as delinquency or recreation.

It is of interest to observe the way in which, in the intervening years, developments within the Council's structure have followed the lines Dr. Cassidy indicated. The Report on Function and Organization adopted a year ago, while maintaining the necessity of a unified administration of the Council's staff and budget, approved the substantial measure of independence the Divisions already had achieved in matters of program, and urged that they be encouraged and expected to assume even greater responsibility in the future for the conduct of their own affairs.

In relation to Dr. Cassidy's third proposal, for geographical decentral-

ization, less progress has been made, although this by no means invalidates his argument in support of it.

The idea of regional offices for the Council is advanced periodically in one section of the country or another and it was seriously examined by the Committee on Function and Organization. The conclusion invariably reached, however, is that at this stage anyway it is not a feasible proposition. So far as the Council's consultation service is concerned, a regional office to be adequate would have to have sufficient staff to serve the specialized needs of each Division's constituency, which would be an expensive undertaking.

And with respect to political action other problems arise. Branches, to carry weight with provincial legislatures, would probably need to be established on a provincial rather than a broader regional basis, which would increase the number required, and there would of course always be the delicate question of the parent body's responsibility for the particular representations made by any branch.

The alternative, as Dr. Cassidy suggests, is independent provincial organizations affiliated with the Council, and in one province, Ontario, such a body now exists.* How far this pattern can be followed elsewhere remains to be seen. The signal success of the Ontario Welfare Council, under strong leadership, has already aroused interest in other provinces, but in Quebec there is the obstacle of language to reckon with and almost everywhere else the question of cost. Whatever means are finally adopted, and these may not be the same for all parts of the country, the

*See page 7.

Council must maintain a close relationship with the increasing number of individuals and groups from coast to coast who are interested in social welfare.

To this end we shall have to continue to build a comprehensive and cosmopolitan Council membership, representing national and local interests, public and private agencies, and lay and professional personnel. But we shall also need to be resourceful in finding ways to involve this membership vitally in the Council's affairs: in the program of the Divisions, which may be the place to begin, but progressively in the conduct of the organization, in financial support and in the determination of policy.

How difficult it is to achieve such an objective in a country as big as Canada all of us who have worked at it realize. It takes time and patience, and there is no substitute for a great many meetings and conferences. And yet it can fairly be said that progress has been made. Even the criticisms received occasionally at headquarters may be interpreted as evidence of our success. In part at least they suggest that the Council has come to be regarded as a democratic organization in which its members feel a lively sense of proprietary interest!

Ten years ago Dr. Cassidy could say that the Council's earlier achievements were only a prelude to what it might achieve in the future. Today looking out on new horizons we can repeat the same prediction. Unlimited opportunities lie ahead, and great responsibilities. The challenge is to meet them with courage and imagination.

HANDS ACROSS THE BORDER

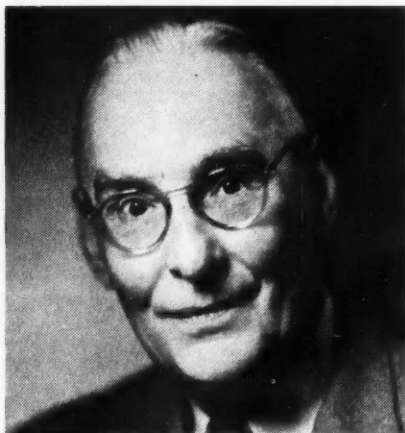


At the Biennial Meeting of the 3 C's of America (now United Community Funds and Councils of America), Detroit, February 1956. *Left:* Ralph C. Blanchard, Executive Director, UCFCA, and *right:* R. E. G. Davis, Executive Director, Canadian Welfare Council.

During the fiscal year 1956-57 three bursaries are being made available through the Saskatchewan Department of Public Health for the training of personnel as medical social workers. Candidates must be able to gain admission to training leading to a Master of Social Work degree, with specialization in medical social work. Letters of inquiry and application should be addressed to: The Director, Division of Hospital Administration and Standards, Provincial Health Building, Regina, Saskatchewan.

G. B. CLARKE RETIRES

By K. PHYLLIS BURNS



M^{R.} George B. Clarke retired as General Secretary of the Family Welfare Association in Montreal on March 31, 1956.

As early as 1912, he was employed on the staff of Winnipeg's Social Welfare Association. In 1917, he became Secretary in charge of the Winnipeg Social Welfare Commission, the public agency that took over the functions of the Welfare Association. As one of the early administrators of a municipal public welfare service, Mr. Clarke played an active role in securing Mothers' Allowances in Manitoba—the first such program in Canada. In the early twenties he had his first experience of dealing with mass unemployment and the human need that accompanied it.

Mr. Clarke moved to Montreal in 1924 to the position he has just left. Here he consistently campaigned for public assumption of responsibility for basic income maintenance for the unemployed. Equally vigorously, he persuaded the Family Welfare Asso-

ciation and Welfare Federation of the need for skilled professional casework services for people in difficulties. As a result, Mr. Clarke retires as General Director of an Association recognized not only in Montreal but across Canada and in the United States as a family service agency of enviably high standards.

Mr. Clarke was one of the founders and first president of the Canadian Association of Social Workers. He has served the Montreal Council of Social Agencies in many capacities, and he was a member of the Board of Directors of the Family Service Association of America for six years.

The development of the Canadian Welfare Council itself bears Mr. Clarke's imprint. As he points out elsewhere in this issue, he participated in a special meeting held in June 1929 at which it was agreed that the then Council on Child Welfare must expand its activity to develop services to families, a major step to becoming the comprehensive organization it is today.

In the same year, Mr. Clarke became the first chairman of the Family Welfare Division and remained in this office until 1948. His belief in the need for a structure that could bring together Canadian services on behalf of families was of major significance in the development of this Division and later its merging into the Family and Child Welfare Division.

Here indeed are laurels upon which many of us would rest contentedly. Not so Mr. Clarke, who energy we expect will now be channelled into other ways of helping his fellow man.

Canadian Welfare

LOOKING BACKWARD

By G. B. CLARKE

WHEN the history of Canadian Social Work is written, the year 1929 will have special significance for those of us who are interested in Family and Child Welfare.

It will be recalled that a Council on Child Welfare was founded in October 1920, as the result of a conference convened in Ottawa by the Dominion Department of Health under the Deputy Minister, Dr. J. A. Amyot, to discuss "the establishment of a Dominion clearing house in child welfare, through which diversified interests and services might find the means of conference, discussion and educational endeavour".

The organization was launched as the Canadian National Council on Child Welfare, though the name was later contracted by the omission of the word 'national', with Mrs. H. E. Todd of Orillia, then President of the Women's Institutes of Canada, as first President, and a young woman called Charlotte Whitton as Honorary Secretary.

It was the vision of this young woman of a better life for all the children of Canada that moved into the realm of reality when the Council was formed in 1920, but it was not until 1926 that a full-time program commenced, with Miss Whitton in charge of a paid staff.

By 1929 the Council had carried its program of child protection from the Atlantic to the Pacific. From an educational agency, coordinating public and private endeavour in the Canadian Child Welfare fields, it had grown into a national survey and consulting service.

In its field work, the Council had been brought more and more into

contact with the lack of provisions of adequate family welfare services, which it realized was the fundamental necessity behind all sound protection work.

In Vancouver, Saint John, Fredericton and Moncton, the Council's surveys had been forced to include the organization and development of family welfare services and in that eventful year the same situation was emerging from the work being done by the Council in Prince Edward Island.

At that time there was no national organization equipped to render this service and no group on which the Council could call for technical help, except by "borrowing" from the larger family welfare agencies. These larger family agencies were held together through a Canadian Committee of the American Association for Organizing Family Social Work (now the Family Service Association of America) under the chairmanship of Dr. Helen R. Y. Reid of Montreal, who was also a member of the Board of the Council on Child Welfare.

While the family agencies had received generous and valued assistance from the American Association, the Canadian Committee did not contemplate the development of an organizing service in Canada, partly because of the difficulties of securing adequate financial support, the lack of available professional staff with a knowledge of Canadian conditions and the belief that the promotive and educational emphasis required in the smaller committees with few resources could best be accomplished under the auspices of a Canadian organization.

This type of service was then being given within the Province of Ontario

by the Social Service Council of Ontario, of which D. B. Harkness was then Executive Director. It was known that some consideration had been given by Mr. Harkness to the possibility of extending the Ontario services on a national basis, but it was felt that to do so might raise problems of jurisdiction between the Child Welfare Council and the Ontario body.

In an attempt to reach a decision that would unite rather than dismember Canadian social work, an open conference of representative workers from all over Canada was called by Dr. C. M. Hincks, then President of the Canadian Conference on Social Work, at the meeting held in Ottawa on June 25 and 26, 1929.

Consideration was given to the training of social workers, research problems and facilities; the need for a national survey and consulting service in the family welfare field and community organization.

To the eternal credit of D. B. Harkness, it should be recorded that when he found that the majority of the delegates favoured an extension of services of the Council on Child Welfare rather than the Ontario Council, he withdrew his suggested plan and made unanimous the request that the Council expand to become the Canadian Council on Child and Family Welfare.

On November 26 of the same year, F. N. Stapleford of Toronto, then a vice-president of the American Association, and G. B. Clarke of Montreal appeared before the Tenth Annual meeting of the Council to urge the adoption of the recommendation of the June conference asking for the formation of a Family Welfare Division and the incorporation of the new service in the Council's name,

which in due course was approved and the Canadian Council on Child and Family Welfare came into being.

During the next five years the work of the Council had still further extended to include community organization, leisure time activities, public welfare administration and a very active French-speaking Division. To more accurately describe its work, the Council's name was again changed, in 1935, to Canadian Welfare Council, and it now carries forward in its many fields of work the original vision of its founders.

Looking backward over the years, one is amazed at the progress made towards the fulfilment of the common object of the Council's constituent agencies in both public and privately supported welfare—"To make Canada a country where no child would go neglected, no family face want, no old person lack the necessities of life, where everyone can find opportunity for well being".

Alone we could not have achieved the wonderful record, but under the Council's leadership coordinated effort has been made possible. The record of legislation that has brought protection to the family and to the child, though sponsored by Governments, has been shaped in large part by the Council's recommendations.

In the record of achievement, large and small agencies have benefitted alike. Improvement in professional skills and a new feeling of participation for the lay members of our boards, resulting from their service on committees and the interpretation of the Council's reports, have bound lay and professional workers together in a common bond of belonging to a movement for human betterment which is so dear to all our hearts.

COMING EVENTS OF INTEREST TO COUNCIL MEMBERS

May 3, 4 and 5. Program Conference, Opening Ceremonies, new building, Canadian Welfare Council, Ottawa.

May 14. Annual Conference of Caritas-Canada. Faculty of Commerce, Laval University, Quebec.

May 17 and 18. Annual Meeting, Ontario Association of Children's Aid Societies. Royal York Hotel, Toronto.

May 20 to 25. 83rd Annual Forum, National Conference of Social Work. St. Louis, Missouri. Theme: "The Challenge of Change".

June 1 and 2. National Conference, United Nations Association in Canada. Hart House, University of Toronto, Toronto. Theme: Canada and International Development Programs. Subjects: Basic Capital Facilities; Public Administration; Food and Health; Social Welfare and Fundamental Education.

Week of June 7. Annual Conference, Canadian Association for Adult Education. Queen's University, Kingston. Information from: Canadian Association for Adult Education, 113 St. George Street, Toronto.

Week of June 18. Canadian Conference on Social Work. Annual Meeting, Canadian Welfare Council; Biennial Meeting, Canadian Association of Social Workers. Edmonton, Alta.

June 19. Annual Meeting, Canadian Welfare Council. Edmonton.

August 5 to 10. Eighth International Conference of Social Work. Munich, Germany. Information from: Mrs. R. H. Sankey, 72 oLwther Avenue, Toronto.

August 26 to 31. 86th Annual Congress of Correction. Hotel Statler, Lost Angeles, California.

November 15 to 17. Biennial Meeting, Family Service Association of America. Cincinnati, Ohio. Theme: "The Family-Bulwark in Social Change".

December 10 to 13. National Workshop on Social Work Education. Ottawa. (By invitation).

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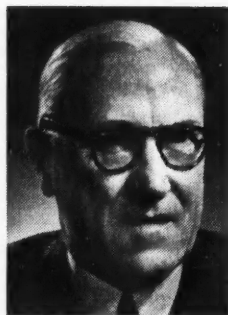
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J. FRED DAVEY
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1931-1934

J. ARTHUR McBRIDE
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IDENTS

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and Family Welfare 1930-1935

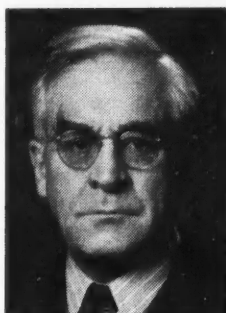
Welfare Council 1935



LAWRENCE FREIMAN
Ottawa
1953-1955



PHILIP FISHER,
D.S.O., D.S.C.
Montreal
1940-1949



JOHN T. HACKETT,
Q.C.
(now Senator)
Montreal
1936-1937



F. N. STAPLEFORD
Toronto
1937-1940



DR. CHARLES MORSE,
K.C.
Ottawa
1934-1936

MRS. H. E. TODD
Orillia
1920

May 1, 1956

LAURA HOLLAND, R.R.C., C.B.E., LL.D.

L AURA HOLLAND's death in January this year has compelled everyone who knew and loved her to think long thoughts about her life. These thoughts, oddly enough, do not linger on her achievements, probably because for most of us they are in full every-day view. Rather, memory is searched to capture the essences of her life, its meaning to us. It is not enough just to say that we are better people because we knew her. Nor is it enough to keep what she gave us locked up. Our privilege entails more than ordinary responsibility. We have a precious legacy to turn to good account.

There was a discernible pattern to Laura Holland's life and manner of living it. It can be seen in her decision, as a young woman, to abandon a career as a concert pianist to train as a nurse. Here is the visible primary motif of her life: a simple compassion. She would not tolerate suffering.

This quality was heroically demonstrated as she nursed the wounded and dying in the active theatres of war from 1915 to 1918. The award of Royal Red Cross which she received, recognizes in those on whom it is bestowed the heroism contained in compassion as much as in courage or gallantry.

Courage and compassion of another kind can be found in the next step she took. This was the courage of conviction, and of compassion disciplined by intellect. She did not leave nursing for social work because of any disenchantment; she maintained her contacts with nursing throughout all the years to come, and did so proudly. Her study immediately after the war at Simmons College to prepare for a career in social service was a result of

two things: her perspicacious appraisal of prevalent community needs—the tide in the affairs of men—and her critical appraisal of her own talents. Motive here, we see, is being consciously directed. The wisdom of that direction is the wisdom that shaped the social institutions which are her enduring memorials.

She was an architect of such institutions—social agencies, social legislation, social work education, social work as a profession. To be sure she did mix cement and pour it when occasion demanded, and lasting stuff it was. The outpost hospitals of Ontario were not in the 1920's created from her desk in Toronto, nor, a decade later, was the Welfare Field Service of British Columbia set up by remote control.

Neither was the Vancouver Children's Aid Society refashioned by merely talking to a handful of important people. She and her stalwart helpers, Zelda Collins and Kay Whitman (who followed her from Toronto in 1929 because to follow her was devotion to an ideal as much as to her) met and talked with hundreds of men and women as they converted an institution into a modern child caring agency. The over-all design was always apparent, however, and the edifices dreamed of and blue-printed became lasting realities.

In her move to the Provincial Government's child welfare service in 1933, another facet in the pattern of her life shines in our eyes. As the community she served grew larger, the numbers with whom she was in association grew less. She had no personal need to be prominent, or on display. Yet, thereafter and for the

remainder of her life, there were few local community ventures which she, as a volunteer committee member, did not have a hand in devising.

In the new setting of government she turned her mind to the shaping of professional practices in public child welfare services, and for this and previous pioneering in this field she was made a C.B.E. She believed that child welfare began with family welfare services. This was the beginning of what British Columbia can boast of today: legislation and policies in respect of family and child protection which are compatible with professional concepts.

At first there were things to be *undone*, and in this operation we can learn much from her example. For she liked any opponents she found, she understood their point of view, and because she did, they liked and trusted her. Quite literally she could, for the better, change the minds of men.

When Harry Cassidy and George Davidson moved into the picture after 1935, the foundations Laura Holland had laid were built upon brilliantly, still with her hand in the background guiding developments. From her these young and spirited men obtained, by their own acknowledgement, a deeper and firmer understanding of social work principles and practices. In turn she obtained from them a delight and enrichment from their academic knowledge and broad liberal philosophy. She could learn from those who could teach.

Finally, her sphere of influence in her working hours was narrowed down to one job. In 1942, the post of Adviser to the Minister (of Health and Welfare) on Social Welfare Policy was created for her, never to

be filled again after her retirement in 1945. We will never know, for she would not say, what her influence meant in the shaping of developments in that decade. We can assume much, however, and be grateful. Gratitude for all she had achieved in British Columbia was expressed when its University, in 1950, conferred on her the honorary degree of Doctor of Laws.

In this narrowing yet always broadening sphere of influence is another distillation. Laura Holland contributed most through relationship—minds responding to her mind. She did not write learned papers. She did not like making speeches, though she did that well. To deviate to her personal world, perhaps her greatest pleasure was conversation. Even in that graceful art, however, it was apt to take place between her and one other. If the rest of the company pleased, they could follow the discourse but divert it they seldom could; the subject must be exhausted before another could take its place.

This comes close to the real significance of her influence. Her mind, stocked richly with ideas gleaned from her experience, her associations and wide-ranging reading, functioned in the round, and at that so lucidly as to make every conversation, every interview, a learning experience for the other person involved.

Realism was invariably the keynote. There was never any mistaking where she stood on any issue, no mistaking her intentions or attitude, nor any thought left half-expressed to give rise to doubt.

She taught for ten years in the classrooms of the School of Social Work she helped to found at the University of British Columbia. None

who took them will forget those lectures. But more certainly, none who touched her as junior or contemporary colleagues will fail to say that they learned more from Laura Holland than from any other single person or group of people. And, perceptibly, they reflect today something of her spirit and her will to make goodness supreme.

Besides her compassion, her wisdom, her achievements, her relationships, her teaching and her honours, is the woman herself. Her features, her bearing and manner were patrician. Her voice was deeply and beautifully modulated. Her wit was renowned. Her zest for the good things of life, shared generously after her retirement with her many friends, was a constant delight to her and them. She retained always what she herself described as a "sense of

wonder"; she could never be cynical, or bored, or lonely.

Her life will always have much to teach us. It must, and will, be recorded in detail some day soon, so that the legacy she leaves the relatively few will go on being felt by all who labour in the present and by those who are to come. Hers was a true leadership, exercised with an authority that was direct, simple and humble. Hers was a life of serenity and beauty, and infinite value.

For her older and younger associates, it can be said that we have known one who was a "great" of her time, if not all time, whom we loved for her humanity and wisdom. For her friends and her family perhaps this poignant line contains something of the tenderness of their grief—"Now is life less sweet, and death less bitter".

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FROM FORMER STAFF AND BOARD MEMBERS

When we were preparing something for this magazine to mark the opening of the new Canadian Welfare Council building, we wrote to a number of people who have worked closely with the Council—most of them still do—to ask them to tell us about their experiences. From the letters that came in response we have room to include excerpts from only a few. We hope they convey something of the flavour of Council work past and present.

There is need for recognition of the part that "giving" people played in building the Council. Miss Dorothy King, Miss Elsie Lawson and Mrs. Cameron Parker made an extraordinary contribution, and to these names should be added that of Laura Holland, who, although she did not actually act as director, did a tremendous lot to help lay good foundations.

One of the sad things about the passing of years is that many people who have valuable knowledge of early social work in Canada tend to get side-tracked in their retirement, and I hope you will be able to persuade some of them—I think of Dorothy King in particular—to share some of the really exciting things of earlier days.

Speaking of Council House—it has been much like an elderly aunt, more than a bit old-fashioned in appearance, some creaking joints, and as the years have moved on, increasingly unable to keep pace with the rapid growth of the family, but a symbol of warm affection, of useful service, of pleasant surprises and of sound down-to-earth common sense. It looked so homely, so normal—its very appearance bred confidence. The citizen from an unorganized centre who wished guidance, the lonely, isolated one-man-agency worker, the Cabinet Minister, each could feel its welcome and its willingness to be of service. In moving from 245 Cooper Street to Tunney's Pasture, let us not

leave behind the vision and the intangibles which made Council House a centre of inspiration to small as well as great.

Toronto

NORA LEA

The first time I visited the old building, I was very much depressed by the bad conditions for those who were obliged to work there. When I resigned as President of the Canadian Welfare Council, it was because I was sure Mr. Lawrence Freiman was the right man to solve the problem of the building, and I am glad now to realize that this opinion was sound.

The Canadian Welfare Council in the past ten years has done a lot of work on behalf of members *d'expression française*. Twenty-five years ago, the Hon. Judge A. Choquette of Quebec was alone as a member of the Council in this city; it is my opinion that now the number of French Canadian members represents "something" for the Council. This is the result of the good work done by Mr. R. E. G. Davis, executive director, and Miss Marie Hamel, secretary of the French Commission, and many others on your staff. I hope the representation of French people in the Council will grow rapidly in the next few years.

JEAN-MARIE GUÉRARD

Quebec City

I was on the staff of the Canadian Welfare Council from 1930-1937, and on accepting the position of secretary of the French-speaking Services, was

asked to sign a two-year contract, which was altogether unnecessary as I am still single!

My one tangible contribution was a mail box which still stands in front of the old Council House, and this is how it came to be there: In those days we used to mail out monthly pre- and post-natal letters by the thousand, and these had to be carried to the nearest small mail box east of Elgin on Cooper. (Members of the May Court Club used to come and help assemble and stamp these letters.) As I called on the deputy minister of the Post Office Department one day, for some other purpose, I found sufficient courage to ask for a large mail box, and was told it could probably be arranged. I then proceeded to call on a few prospective donors for the Council, and when I got back to the office two hours later, THERE was the large mail box ready for service.

The pre- and post-natal letters brought inquiries of all kinds from rural and remote areas. I recall a mother who wrote to ask what to do for cracked nipples. The letter had already taken two days to reach our offices, so on my way to lunch I bought a breast shield and mailed it with instructions. Five years later, when on field work in a Gaspé village, the same woman came to speak to me after the meeting, as she wanted to meet this "motherly person who had helped her in time of need".

The depression years brought in requests for layettes. I organized my own sewing club with the help of a few personal friends. We were particularly proud of what we had thought to be a complete layette we had sent until we received a hurried note saying we had omitted the coat and bonnet for the christening! On the other hand, one mother to whom

we had sent a similar layette addressed me as "*honorable bienfaitrice*" when she voiced her thanks.

Ottawa

EMÉ B. CHASSÉ

An outstanding feature of the work of the Council has been its ability to cut through social, religious and racial distinctions by serving the common interest in which all these differences are submerged. Protestant, Catholic and Jew; English, French and all the rest join in seeking sound solutions to their varied problems of welfare. One of the most exhilarating experiences one can have is to participate in the conferences organized by the Council. If he is a specialist he will have been brought up to date on his specialty. If he is a board member of an agency he will know more clearly what his responsibilities are.

Ottawa

RAYMOND LABARGE

... Then there was the retirement party for the elderly caretaker and his wife, Mr. and Mrs. Rogers. They had been there for years under Miss Whitton. In clean white apron, Mrs. Rogers was always at the front door to bid us good morning. But the work and responsibility became too much for them and so after months of work by Nora Lea, verifying their ages from records in England, the day came when Nora had unwound the last of the red tape and the Rodgers were old age pensioners and ready to retire. So we had a party. We spread the table in the front office downstairs and the total staff participated, Dr. Davidson presiding. He made an appropriate speech and presented each of them with a bond. Incidentally, what was done by Dr. D. to improve that "apartment" in the cellar is quite a story.

EURITH GOOLD

Toronto

Canadian Welfare

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WHAT THE COUNCIL IS DOING . . .

MOVING!

One day a few weeks ago I watched the last laden lorry pull away down Cooper Street, saw the door slam for the last time on old Council House, and joyfully joined the trek to the new building.

All the way there, some familiar lines from Keats seemed to be running through my head. Although like the poetry in *Alice in Wonderland* they didn't come out quite right, they seemed appropriate:

Adieu! adieu! thy plaintive visage fades!

Past the near Peace Tower goods and colleagues stream

Up the west side, and now our place we'll keep

In Tunney's Pasture glades.

Is it a vision, or a waking dream?

Fled is that nightmare:—Do I wake or sleep?

There was indeed something plaintive about the old office that final day, nightmarish as conditions had become and unbelievable as our present good fortune seemed. It was a little sad to remember the proud notice in *CANADIAN WELFARE*'s forerunner when the Council moved to Cooper Street back in 1930.

After a detailed description of the premises, including "an admirable board room (with fireplace) capable of holding a meeting of fifty people", and a staff rest room (later the typing and mimeographing room and the second floor secretaries' office respectively), and a floor and a half available for rental to other agencies, the report concludes:

The greater space provided has already meant much more pleasant and practicable working arrangements....

The Council is moreover provided with permanent headquarters capable

of accommodating all present needs and any likely expansion for a reasonable future period.

Eheu fugaces! but probably anyone would admit that a quarter of a century was a "reasonable future period". Certainly most of us would find it difficult to recognize from the enthusiastic description of the premises that were new in 1930 the overcrowded, inefficient, and indeed unsafe offices they had become by 1956.

As if in final ironic comment, the last blizzard of the winter had made Cooper Street almost impassable, and dark skies were lowering as we left. But the sun broke through on the new building as we arrived, to make the many windows sparkle and their pale blue facings glow, and bring out the soft yellow of the brick. The sun gleamed too on the great expanse of snow running from the building to the river, almost unbroken save for a few trees and bushes.

It made me feel we were really living in a pasture in fact as well as in name. Recently our new neighbourhood narrowly escaped having its name changed from Tunney's Pasture to Tunney's Park. We have Mayor Charlotte Whitton, the Council's first Executive Director, to thank for the triumph of tradition over suburbanism, as indeed we have for the site itself since she valiantly supported our negotiations.

I wondered as I gazed who Mr. Tunney had been, and how he would feel could he see his fields now covered on one side with streets of small houses and on the other with the massive buildings of the Dominion Bureau of Statistics and the federal health laboratories — and

slanted across the end, joining the two groups as it were, the Council building, simple and attractive! What would he think, too, of the National Capital Plan that would eventually turn the rough turf and scrub between us and the river into a fine driveway and lawns? I bless the Federal District Commission every day as I look out of my office window and rejoice that no buildings will ever block my view of the beautiful Gatineau Hills.

Inside, the fairy-tale feeling persisted as we rushed excitedly from room to room and examined their marvels. Of course we had all visited the building many times during its construction and brooded over its (sometimes) maddeningly slow progress. Some of us had already been working there several days; the library, for example, had been transferred the week before. But this was different, this was Moving Day.

All the furniture wasn't there—isn't yet for that matter. But what pleasure to find attractive L-shaped desk units with plenty of room for telephone, dictaphone et al., and comfortable attractive chairs, all economically planned but *new*! No more wrestling with desks that couldn't be moved for fear they would fall to pieces or whose drawers wouldn't open. No more warning of visitors to "take the other chair, it's safer".

And no more old floor boards from which clouds of dust arose as we walked on them,—instead, attractive tiling in varied colours in the different offices—grey, rose, green, yellow and walls in equally pastel shades.

But I feel I should emulate my predecessor in the January 1931 issue of *CHILD AND FAMILY WELFARE* and supply a verbal sketch of the new premises.

May 1, 1956

Entering the front doors, you find yourself in a pleasant foyer, reception desk and switchboard on the right and double glass doors leading to the library on the left. The library runs along the front for some forty feet and is twenty feet wide, which allows for adequate stacks, reading tables, staff desks and—oh great joy—recessed periodical shelves covered by movable display panels.

If you can wrench yourself away from the library you find that the foyer hall runs through to doors opening on the north (river) side. Just inside these, a door on the right leads to the staff lounge. At one end of it there is what I am sure advertisements would describe as a "beautifully appointed little kitchen", blocked off by a counter and a sliding shutter.

Opposite the staff lounge door a corridor runs through the building with individual offices opening on the right and a cloakroom and wash-rooms on the left. It opens out to the big space at the left, with windows on the south, that contains the files section and the typing pool. On the right is an enclosed room for mimeographing, robotype and ditto machines—in fact, the chief noise-making section. Double doors at the end lead to the service stairs.

Returning to the foyer you mount the main stairway on the right and at the halfway landing you can walk straight ahead into the Assembly Room. It runs across the entire width of the building with huge windows at the river end and along the chief wall. This room, 44 by 22 feet, will serve not only for Council meetings but for meetings of outside groups—good meeting rooms are a woefully scarce commodity in Ottawa.

The second floor plan is similar to that of the first except that individual offices occupy both sides. The chief centre space, well lighted and ventilated, is used for the office secretaries.

The normal individual office unit is about 12 by 10 feet which gives excellent space. The Executive Director's office, which occupies the river side corner nearest the Assembly Room, is of course much larger, and there is also a double unit in the opposite corner for small committee meetings. At present there are four vacant offices on the second floor to allow for some staff expansion. And there is ample storage space in the basements.

Well, there you have it—and I can't help wondering whether this will read as oddly in 25 years as does the old description of the Cooper Street building! I think not. For one thing we can always expand upwards, building on the flat roof, and there is even room to install an elevator. For another, the building is planned as offices, not adapted. It is less than double the size of the previous premises (about 12,500 as against 7,000 square feet), and much of the additional space has gone into the "public" rooms: library, staff lounge, meeting and service rooms. But there is far more elbow room in the working areas than the actual measurements would indicate, because of the careful planning. And though we don't have the fireplaces that were apparently such a desirable feature of old Council House, the heating and lighting systems are excellent and durable.

Of course life has been hectic and work has got very behindhand in the last few weeks as we've packed and unpacked, sorted, and hunted for misplaced articles. The first week was

spent amid incredible confusion, electric saws going, workmen finishing floors and flourishing paint brushes around us. We are not straight even yet, though the dust (metaphorical of course) is beginning to settle.

But almost every day there is some new excitement. The wall mirror goes up in the "ladies'", dishes arrive for the kitchen, the stacking chairs are here for the Assembly Room. We are still waiting to see the complete furnishings for the latter and the director's office. And of course people in the southerly offices in particular are hoping for the installation of window shades before the full sun and heat of an Ottawa summer strikes.

We are particularly happy that the gay green and yellow chairs and settees and attractive maple tables arrived in the staff lounge in time for the Staff Association to entertain its first visitors. Appropriately, these included the three people who more than any others were responsible for the new building: W. Preston Gilbride, chairman of the Building Fund Campaign; A. A. Crawley, chairman of the Building Construction Committee; and Lawrence Freiman, the Council's past president whose leadership really got the project going. The Official Opening is still to come but that day marked the real send-off for us. Our visitors must have felt the first reward for their labours when they saw the happy excited staff bursting with pride and satisfaction over their new quarters.

So here I am at last writing this at my *new* desk, in my *new* office, in the *new* building! And there is still a kind of dreamlike quality about the whole thing and a feeling of wonder that the Council should have achieved such comparative luxury.

True, by modern standards, this is a very modest structure, simply embodying what is now considered essential to efficient performance. But I am sure that the staff, and all Council members as they visit the building or even just think about it, will be determined to see that the investment pays the increased dividends in useful productive work envisaged by the leaders who planned the undertaking and carried it through.

And the need for greater effort is not far to seek. The beautiful view from my office window is still marred by the remains of shacks, recently occupied but now pulled down as unfit for habitation. Apparently some of our neighbours' dwellings don't even have running water—we have seen women struggling up from the river

with buckets. Last Saturday a group of small fry, after peering through the library windows, asked wistfully if there weren't any books there for children and wasn't this a building where children could play.

Such conditions are not unique to Ottawa; they can be found in many forms all across Canada. Our new building will be officially opened by His Excellency, The Governor General on May 4. Fine things will rightly be said on that occasion. But I am sure that for many of us, whether at the ceremony or elsewhere throughout the country, the moment will be one of private but nevertheless earnest re-dedication to the purposes and ideals that have made the Canadian Welfare Council an ever-growing force for the well-being of Canada. P.G.

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A C R O S S C A N A D A



PARLIAMENT HILL

On March 16 the Minister of National Health and Welfare, the Honourable Paul Martin, made a statement to the Committee on Estimates of the House of Commons giving an outline of the extent of federal activities in the health care field generally, and then reporting on the recent health insurance discussions with the provinces. The statement was made public and some excerpts, necessarily brief, are given here:

"Federal expenditures for health services will reach about \$107 millions in 1955-56. This equals about 28 per cent of the combined provincial and municipal expenditures for health services.

"About 60 per cent of the federal health expenditures are devoted to medical and hospital care for those groups for whom the Federal Government has assumed responsibility—veterans, the armed forces, Indians, Eskimos, sick mariners and newly arrived immigrants. These various groups number more than 500,000 persons.

"Medical and hospital care is provided to some 160,000 Indians and Eskimos. About 20,000 Canadian seamen and fishermen are insured under the Sick Mariners Program.

"Some 155,000 war pensioners are eligible, through the Department of Veterans Affairs, for care for service-connected disabilities. About 35,000 recipients of War Veterans allow-

ances are provided with full medical and hospital care.

"Necessary medical and hospital services are also provided, under special arrangements, for newly-arrived immigrants and, in conjunction with municipalities, to immigrants during their first year in Canada.

"In addition, more than 500,000 other veterans may receive treatment free or on a repayment basis, depending on their income status.

"In association with the Departments of Northern Affairs and National Resources, and Citizenship and Immigration, my Department has recently established a Northern Health Service which will ultimately provide health care services for residents of our northern areas. Finally, some mention should be made of the health services which the Federal Government provides to its own employees through the Civil Service Health Division of the Department of National Health and Welfare."

Under the National Health Program, the Minister said,

- more than 800 individual hospital construction projects have been undertaken;
- space for more than 65,000 beds of all types has been made available under the Hospital Construction Grant;
- 9,100 health workers of various categories have obtained professional training to enable them to give better service;

- 4,500 have been added to the ranks of Canada's public health workers by being employed under the grants by provinces, municipalities, hospitals and voluntary agencies;
- in addition to the greatly increased provincial, municipal and voluntary expenditures, more than \$154,000,000 have been spent through the federal grants program during the period covered by the program.

Proceeding to the second part of his statement, on the question of health insurance, the Minister said the National Health Program "was envisaged in the minds of its authors as a great deal more than a means of encouraging the improvement of existing health services and the establishment of new facilities. When Mr. King announced the grants on May 14, 1948, he pointed out that they should be regarded as 'fundamental prerequisites of a nationwide system of health insurance'. Indeed, he went so far as to say in the House of Commons that the grants 'also represent first stages in the development of a comprehensive health insurance plan for all Canada'".

"Since then", the Minister went on, "the present Prime Minister has made it quite clear on a number of occasions that it remains the policy of the Government of Canada to support a 'system of contributory health insurance to be administered by the provinces'. The Prime Minister has also emphasized certain features that would be characteristic of any scheme in which the Federal Government participated.

"First, and most important, it has never been the intention of the Federal Government to impose any scheme from the top. . . . It will be recalled that at the October Conference, the Prime Minister spoke specifically of . . . 'schemes involving

no constitutional change or interference in provincial affairs, but simply technical support and financial assistance from the federal authority'.

"Secondly, we believe that federal support for provincial health insurance programs should serve the national rather than merely 'local or sectional interest'. It is evident to all that there would be little justification for the national government imposing taxes on all the Canadian people to share the cost of health insurance in two or three provinces. Similarly within any province it is expected that services would not be provided only to certain groups of the population, but would be universally available to all.

"Finally . . . the various provinces should take the initiative in working out plans adapted to local conditions."

Last October a federal-provincial Conference met and after considering the Prime Minister's proposals agreed to his suggestion that a continuing committee be established, consisting of the Ministers of Health and of Finance of the federal and provincial governments, to examine in further detail all aspects of the problem. The Committee of Ministers met on January 23 to 26 of this year and after four days of discussion the Federal Government presented certain proposals to the provinces which the provinces have now under consideration. The Minister outlined the main feature of these proposals as follows:

"1. The Federal Government will be willing to assist with technical support and financial assistance any provinces wishing to embark upon agreed phases of provincially administered health insurance schemes, involving no constitutional change or

interference in provincial affairs, as soon as a majority of provincial governments representing a majority of the Canadian people are ready to proceed.

"2. The view of the Federal Government, concurred in generally by the provinces, is that priority of attention at this time should be given to the development of plans to cover diagnostic (laboratory and radiological) services and hospital care, and that only after the establishment of some form of hospital insurance should further consideration be given to what additional steps should be taken.

"3. The Federal Government is therefore ready, once a majority of governments representing a majority of the people of Canada declare that they are ready to introduce hospital insurance, to recommend to Parliament that it provide by legislation grants to cover a share of the cost of this element of health insurance, to take effect when that majority of provinces have such plans in operation.

"4. Provincial hospital insurance plans, in order to qualify for consideration,

- (a) should make coverage universally available to all persons in the province;
- (b) may include provision of specified diagnostic (laboratory and radiological services) to persons in hospital, and within an agreed period of time to persons outside of hospital;
- (c) may provide for a limit to be placed on co-insurance or deterrent charges so as to ensure that an excessive financial burden is not placed on patients in respect of hospitalization costs at the time of receipt of service.

"5. The Federal Government's contribution to the costs of hospitaliza-

tion provided under a recognized provincial hospital insurance plan would be a specified proportion of 'shareable' costs. Shareable costs would be determined on the basis of normal operating and maintenance costs, insofar as these relate to standard ward care; but would *not* include capital costs . . . nor extra costs properly attributable to the provision of semi-private and private ward care; nor the 'uninsured' portion of a patient's hospitalization costs (i.e. the amount which is paid directly by patients through co-insurance or deterrent charges); nor provincial administrative costs. Costs of care provided to patients entitled to care under DVA (in respect of pensionable disability), Workmen's Compensation, insurance claims, or similar arrangements would also be deducted in determining 'shareable' costs.

"6. There would likewise be excluded from any plan in which the Federal Government would share, the costs of caring for patients in tubercular and mental hospitals. The costs of care in these institutions is already being met, almost entirely from public funds. . . .

"7. The Federal Government will pay to each province which operates a recognized plan within the framework of the principles I have just outlined grants equal to a portion of the 'shareable' costs, and amounting to:

- (a) 25 per cent of the average per capita costs for hospital services in Canada as a whole; plus
- (b) 25 per cent of the average per capita costs in the province itself multiplied by the population covered."

The proposed federal contribution on a nation-wide basis amounts to fifty per cent of total estimated shareable costs, or \$182,500,000 when all ten provinces are fully participating. The federal share will amount

to an estimated \$11.42 per capita for the country as a whole. • • •

Canada's first Unemployment Insurance Act was passed in 1940, and while it has been amended from time to time, it has remained substantially unchanged for the past fifteen years. In 1955, however, Parliament passed a new Unemployment Insurance Act which came into force last October 2, superseding the old Act and introducing some important new provisions.

In 1940, the average wage paid in industry was \$28.00 a week and the highest benefit rate was set at \$14.00 a week, or about 50 per cent of the average weekly wage. Benefit rates were raised from time to time, but the increase did not follow the 50 per cent rule, and by the end of 1954, with industrial wages averaging \$60.00 weekly, the highest benefit rate was \$24.00. The new Act restores the proportion. Three new benefit classes have been added and the top class, for those earning more than \$57.00 a week, is eligible for benefits of \$30.00 weekly.

The minimum requirement for benefit under the old Act was that the person must have made 180 daily contributions in the two years previous to his application for benefit. The requirement of the new Act is the same—30 weekly contributions in two years. However, having satisfied this minimum requirement, the insured worker under the old Act could obtain benefits for 36 days or six weeks—one day's benefit for every five days' contribution. Under the new Act he may receive up to 15 weeks of benefit, or a week of benefit for every two weeks of contribution.

To balance this increase in the minimum period of benefit, the maximum period of benefit has been re-

duced from 51 weeks under the old Act (after the insured person has contributed continuously for five years) to 36 weeks under the new Act (after he has contributed for 72 weeks in the previous two years).

This last was considered to be justified because in the past only a small proportion of claimants have drawn benefit for the long periods to which they have often been entitled. During a five-year period, for example, although about one-third of all those with benefit rights were entitled to 180 days or more of benefit, only about five per cent actually drew benefit for more than 180 days, and only 1½ per cent drew benefit for more than 36 weeks.

A fuller explanation of the provisions of the new Act, and the difficulties under the old Act that some of them are intended to overcome, is contained in numbers 160 and 161 of "2 Minutes of Employment Facts" issued by the Federal Department of Labour. • • •

The Minister of Citizenship and Immigration announced on March 19 that the Government had decided to recommend to Parliament in the Supplementary Estimates for 1956-7 that, from April 1, 1956, assistance in family settlement be paid to each immigrant or settler at the rate of \$60.00 a year for each child under sixteen years of age residing in Canada and supported by him during the first year while family allowance is not paid in respect of such child.

This assistance will be available only to immigrants landed for permanent residence in Canada and to Canadian citizens returning to settle permanently in Canada.

The Minister had announced earlier on December 19, that the Government had decided to widen the pro-

visions of the Assisted Passage Loan Plan for immigrants.

Under this plan the cost of ocean and inland transportation has, until now, been lent only to certain categories of immigrants whose services have been urgently required in Canada and who otherwise would not have been able to finance their journey here.

Loans are now available to cover the cost of transportation for dependants as well as for the working head of the family in cases where this financial assistance is necessary. In addition, the categories of workers eligible for the loan have been extended to include all immigrants who are suitable, desirable and adaptable, and who would otherwise be unable to finance the journey.

The loans, which are interest free, normally are repayable in monthly instalments over a maximum period of two years. Where circumstances warrant, the period of repayment may be extended.

Loans are being extended to dependants to bring about an earlier reunion of families in cases where the

head of the family has preceded his dependants to Canada and to assist in bringing new immigrants as a family unit.

In the case of workers, it has been found that there are a number of potential immigrants who could find a useful place in the Canadian economy but who are unable to finance the trip here, and who did not qualify for assisted passage under the previous regulations.

Immigrants already in Canada may now apply for assisted passage to bring their dependants to this country.

Out of every dollar lent to immigrants in the past, 93 cents had been repaid up to October 31, 1955. Since the loan plan was initiated in February, 1951 a total of 31,817 immigrants have had their journey to Canada financed by loans totalling \$5,268,000 from the Canadian Government.

Up to the present a total of 29,113 loans have been repaid in full and it has been necessary to classify only 87 as uncollectable. Included in this number have been some deaths. Money already repaid totals \$4,905,000.

• • •

GENERAL NEWS

Supreme Court Decision

On June 25, 1954, the Appeal Court of Ontario ruled that a magistrate in Ontario had no power to confirm an order for maintenance of a dependant made in another province or country having a reciprocal agreement with Ontario. A recent decision of the Supreme Court of Canada upsets this ruling and holds that the Ontario Act is within the jurisdiction of the Province. The case in question was Scott vs. Scott.

B.C. Legislation Against Discrimination

An Act to prevent discrimination in regard to employment and in regard to membership in trade unions by reason of race, religion, colour, nationality, ancestry or place of origin was passed in the British Columbia legislature on March 2, 1956.

N.S. Social Assistance Act

The new Nova Scotia Social Assistance Act is in effect an extension of the Mothers Allowance

Canadian Welfare

legislation of the Province. The present Mothers Allowance Act provides allowances under certain circumstances for widows with children; for families where there is an incapacitated husband; where the husband is under long-term medical care for mental illness or tuberculosis, and for foster parents of children whose natural parents are dead.

The new Act, when proclaimed, will provide a similar type of benefit to a woman with one or more children whose husband is sentenced for a period of at least two years; whose husband has deserted the family for at least one year, and in the case of common-law unions of at least five years' duration it will also provide for the care of children who have been abandoned by their parents, parent or surviving parent.

Alberta Recreation Grants

The Community Recreation Bureau of the Alberta Department of Economic Affairs has announced that its present policy of direct payment to part-time recreation leaders will be discontinued September 1, 1956. In its place the Bureau will offer grants to municipal councils to assist in the employment of a full-time recreation superintendent as well as part-time leaders.

To be eligible for grants, city, town or village councils are asked to establish a Recreation Board under official by-law. They will then be eligible to receive up to \$1,000 annually toward the salary of a qualified superintendent of recreation, and up to one-third the amount paid to certified part-time activity leaders.

Newfoundland Children's Health

When the Newfoundland legislature opened its new session in March, the provincial

government announced it would immediately put into action its plan to assume all medical, dental and eye expenses of children from birth to sixteen years of age. The program is expected to start, at least in part, this year. Three special children's hospitals are also planned, one in St. John's, one in Corner Brook and one in Gander.

Alcoholism in Canada

The Ontario Alcoholism Research Foundation has estimated, according to an announcement it made in March, that there are 182,000 alcoholics in Canada in 1956, 30,000 more than at the end of 1953. These estimates are based on a method which assumes that factors determining the number of alcoholics in the population are effective to the same extent during the period 1953-1956 as they were between 1943 and 1953.

Hospital Disaster Institute

Twenty-seven hospitals from western Ontario as far north as the Lakehead took part in a nationally sponsored Hospital Disaster Institute on April 5 and 6 at the Metropolitan General Hospital, Windsor, Ontario. The institute was sponsored by the federal Civil Defence Health Services. The main purpose was to assist hospitals in preparing plans which would make it possible for them to absorb an overflow of casualties in the event of a large-scale natural disaster. Through the cooperation and support of the Canadian and Ontario Hospital Associations and civil defence organizations, the host hospitals had completed disaster plans which were presented to the Institute for study.

Workshop on Institutions

Professor Leontine Young of Ohio State University was the

leader of the eighth annual workshop of the Association of Institutions for Children and Youth of Ontario held in Toronto in March. "Working Together" was the theme of the workshop, which gave child placing agencies and child caring institutions an opportunity for examining their common interest in making the fewest possible placements in institutions for the welfare of the children in their care. "Working together" was also extended to take in the actual teamwork of helping children in an institution. The Association presented a report which was prepared by a committee that had made a study of institutional facilities and the gaps that exist in the services in Ontario.

Brantford Civil Defence A complete civil defence organization for welfare has been completed in Brantford, Ontario, through the joint efforts of the Civil Defence Committee and the Community Welfare Council. The Committee is a clearing house for all phases of welfare in cases of any local or major disaster.

Union Counselling Course A course designed to give trade union members information about social services was given in Brantford in February. This was a joint venture of two local unions, the Brantford and District Trades and Labour Council and the Community Welfare Council. Emphasis was on common social problems and the part of the social services in solving them. The assistant director of the community service department of the UAW-CIO at the international level, Mr. Andrew Brown of Detroit, was present, and he emphasized the responsibility of the labour movement for developing as well as supporting adequate social and health services.

Bursary for Training A bursary fund was set up in 1953 by the Board of Directors of the Toronto Catholic Children's Aid Society to assist in the education of Catholic social workers. Grants are made to students on the basis of financial need and recipients are committed to twelve months of employment with the agency for assistance of \$500 or more in any one year. In 1955-56 there are six students in training who have received grants from this fund. Board members, through their Bursary Committee have undertaken to raise money, and this year O'Keefe's Brewing Company Limited contributed \$1,200 and has undertaken to donate another \$1,200 for the academic year 1956-57.

Nursing for Rehabilitation The Dalhousie School of Nursing in Halifax sponsored a three-day institute on Nursing Aspects in Rehabilitation and in the Care of the Chronically Ill, March 21 to 23. Social workers as well as nurses took part in some of the panel discussions and 200 nurses from the four maritime provinces attended.

Research in Montreal The Montreal *Conseil des Oeuvres* has recently set up a permanent research service to anticipate the systematic development of welfare services for the community. The new service will make it possible to give continuity to the general research undertaken by the *Conseil* in the past few months, which studied family and child services, services for single people, and also leisure-time and health services, in the Catholic and French section of the city.

New CNIB Building On April 16 the new service centre and residence of the Canadian National

Canadian Welfare

Institute for the Blind was opened formally by the Governor General. The six buildings that comprise the new headquarters are at 929 Bayview Avenue on the outskirts of Toronto. They include rehabilitation and training classrooms, workshops, a residence for 130 and the nation's first fragrant garden for the blind. Each of the buildings is connected to another by glass enclosed corridors or brightly lighted underground passages, one of which leads directly from a bus stop on a main traffic artery. A bridge across the busy street offers safety in crossing. This group of buildings is part of the CNIB post-war building project which will continue for some time. It houses the national services offices and also the headquarters of the Ontario Division.

Winnipeg Report on Aged A two-year study of the circumstances of older people in Winnipeg resulted in a report which was made

public on February 22 and was the subject of many newspaper stories and editorials which have brought the situation before the citizens of Winnipeg. The survey, which was conducted by a committee on services for the aged of the Welfare Council of Greater Winnipeg, shows that the greatest evil of age in the city is poverty, often complicated by illness and medical expenses. 11 per cent of the aged are poorly housed. Among the recommendations of the report is that a centre should be set up for aged persons where they can get reliable information, guidance and counsel about services and community resources. The report *Age and Opportunity* is a 66-page document that deserves careful study. It can be got from the Welfare Council of Greater Winnipeg for \$1.00. An Action Committee, chaired by Mrs. J. R. McDonald of the Board of Directors of the Welfare Council has been established to implement the recommendations of the report.

Wanted

EXECUTIVE DIRECTOR, SUDBURY AND DISTRICT UNITED WELFARE FUND

Person needed who has proven organizing ability, experience with campaign techniques, general knowledge of social work field and public relations skills.

Salary \$6,000 and up—depending on qualifications and experience.

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Needs for July 1956**

CASEWORK SUPERVISOR
M.S.W. degree, several years case-work experience. Beginning salary \$4,000 to \$4,200.

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For general rural and urban case load. Beginning salary—B.S.W. \$3,000, M.S.W. \$3,400.

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REQUIRES
***Social caseworkers for the
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Salary Scale is based on CASW standards.

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Applications from bilingual caseworkers interested in Family work. Good personnel practices, supervision and staff training. Beginning salary— M.S.W. \$3,300; B.S.W. \$2,900.

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A challenging position, which should be interesting and rewarding, is open for a graduate Social Worker, preferably with two or more years' experience.

This is a Provincial Government School for Girls—ages 12 to 18. Hours of work—8 hours a day, 5½ days a week.

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Caseworker wanted for a family agency in an interesting community.

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Salary commensurate with training and experience.

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Institutional Caseworker Required

Opportunity for male caseworker in progressive institution for 35 emotionally disturbed boys, 9 to 16 years. Experience in institution or children's field preferred. Living quarters and part maintenance available if required. Salary open, commensurate with training and experience. Apply, stating training, experience, marital status and salary expected to:

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Acting Executive Director,
Knowles School for Boys,
Box 564, R.R. No. 3,
WINNIPEG, Manitoba

BOOK REVIEWS

Paying for Medical Care in the United States, by Oscar N. Serbein, Jr. Columbia University Press, New York, 1953. 543 pp. Price \$7.25.

This book is a mine of information for the student of health insurance, government insurance and health officials, and those responsible for guiding and administering prepayment medical and hospital care plans.

Although dealing exclusively with experience in the United States and therefore of primary concern to Americans, the book is almost equally useful for Canadians since the developments in Blue Cross, Blue Shield, and commercial sickness and accident insurance in Canada so nearly parallel those in the United States. Few of the conclusions or generalizations would prove inapplicable here, and many of the observations provide new insight into the nature of the role of insurance in the economics of medical care.

The book breaks no new ground; it is rather a harvest of what others have sown and reaped. The task of the author was "to collect, analyse, and evaluate the available material on medical payments" and this he has done methodically and exhaustively.

Its contents are therefore a compendium and an analysis of the data turned up in recent government surveys and investigations (the Clark Report and the Report of the President's Commission on the Health Needs of the Nation), studies by independent agencies like the Brookings Institution (*Bachman's Health Resources in the United States*) and

provided by such national agencies as the Blue Cross Commission, and Blue Shield Commission, and the Health Insurance Council.

Mr. Serbein and his staff have not rested there, however. For they have sought answers to the question, what does the purchaser of insurance receive in his contract? In the four chapters dealing with Commercial Insurance, Blue Cross, Blue Shield, and Comprehensive Medical Care Plans the contracts issued by these various types of organizations are placed under the statistical microscope and subjected to the most thorough examination I have yet seen.

In his concluding chapters, Mr. Serbein attempts a brief evaluation of voluntary prepayment medical care and a forecast of future developments. Perhaps because of the magnitude of the movement he is appraising, or the variableness of the performance of the plethora of agencies and plans within the movement, these sections come off second best. The searching for the statistical mean in critical analysis inevitably creates the impression of superficiality.

But this in no way deprives the book of its usefulness as an up-to-date source of information on what voluntary health insurance is and how far it goes to solve the basic problems. The book is replete with statistical tables (one for every 2.7 pages of the text and 92 more in the Appendix), copious footnotes, and an unusually complete bibliography.

The research project directed by Mr. Serbein was financed by the Health Information Foundation, the

agency that sponsored the recent *National Consumer Survey of Medical Costs and Voluntary Insurance*. The Foundation is to be congratulated for the publication of this work.

We are sorely in need of such a comprehensive review in Canada and it is gratifying that the Research Division of the Department of National Health and Welfare, Ottawa, in its publication of such reports as *Voluntary Medical Care Insurance in Canada*, is filling the gap.*

MALCOLM TAYLOR

*Department of Political Science,
University of Toronto.*

The Dynamics of Casework and Counseling, by Herbert Aptekar. Houghton, Mifflin Co., Boston (Toronto: Thomas Nelson & Sons) 1955. 262 pp. Price \$3.85.

The dynamic of this book rests to my mind in two things: what Mr. Aptekar aims to accomplish and what he fails to accomplish. Both stir up and challenge our own thinking about the premises upon which our own practice is based. In this regard he has very ably achieved his purpose.

Mr. Aptekar sets out to examine the diagnostic and functional schools of thinking in casework from their historic psychological base and to show that each has a contribution to make to a more integrated "dynamic" approach. In the course of this, he develops his own definitions of "casework", "counselling" and "psychotherapy" which have a logic and a system characterizing the whole manner in which Mr. Aptekar tackles his subject.

He winds up with an examination of the theory and practice of this "dynamic" approach, including an edited transcript of a tape-recorded interview, in the light of previously

*Dr. Taylor's own new book, to be reviewed soon, also helps to fill the gap.

isolated Freudian and Rankian concepts.

In his belief that out of the conflict of divergent views and trends there will evolve a new point of view, he will find many, among them myself, who will agree. At least equal agreement will be found regarding the need for research which he stresses.

But there is not likely to be as much agreement on his interpretation of what constitutes the essential elements of the diagnostic and functional points of view. Despite his care in confining his statement of concepts to Freudian and Rankian psychology and his criticism to the work of "some practitioners", I found myself, a graduate of the Pennsylvania School, irritated at the inadequate, if not distorted, presentation of functional theory and practice. I would expect that his presentation of diagnostic thinking might prove equally unsatisfactory to others.

In so far as this irritation is a stimulus to thinking, it is most welcome. In so far as it indicates thinness in the material for the Herculean task which Mr. Aptekar set for himself, it is a weakness.

Throughout the book there is a mixture of oversimplification, keen insight and clear exposition which keeps one's interest, although I found it best to read in measured doses.

Perhaps it is an indication that integration is occurring, and that we need more of such work, that there is so much in Mr. Aptekar's synthesis of the two streams of thought into the "dynamic" approach that one identifies with good sound practice to-day. As a worthwhile contribution to this end, this book is eminently worth careful critical reading.

WALTER LYONS

*Jewish Family and Child Service,
Toronto.*

We Adopted a Daughter, by Harry Bell. Houghton, Mifflin Co., Boston (Toronto: Thomas Allen) 1954. 181 pp. Price \$3.00.

Another magazine article adds one more book to the growing but still too small group of non-technical books that tell the social work story. *We Adopted a Daughter* can take its place on the shelves of the public library to be read by anyone who enjoys reading about "people in real life". Only 180 pages, it can be easily read in an evening—and will be most enjoyable if saved for that quiet evening with a book.

Harry Bell carries you brightly and laughingly through the first couple of years that Barbara, their adopted daughter, is with them. Don't expect a detailed telling of two-and-a-half-year old Barbara's adjustment into this home. The focus is more on the Bells' adjustment to Barbara.

You'll find yourself wondering what Barbara is going to do next. You'll find yourself forgetting about adoption and just enjoying a father's stories of his daughter. You may wish, as I did, that you could know a little more about Mrs. Bell (or mother and daughter). *We Adopted A Daughter* is father's experience told in such a way as to make one feel that fatherhood by adoption is as great an experience as natural fatherhood.

What about this book from the professional adoption worker's viewpoint? We do need all the help we can get in telling the story of adoption. Harry Bell's story is one that can be recommended by the adoption worker to the lay person interested in adoption. Used selectively, because this is an intimate family story, the adoption worker may find it worth

recommending to applicants interested in adopting an older child.

The author doesn't emphasize the technical reasons for the requirements he and his wife had to meet. He refers to these as "red tape" but nevertheless does get across the idea that the legal and social requirements of adoption are just plain common sense.

References to the social worker and the agency sound a little like an agency news release or excerpt from a fact sheet. Actually these are probably repeated as told to the author by the adoption worker.

Although the setting for this adoption is in the State of Michigan this does not detract from the interest of the story for the Canadian reader.

A worthwhile addition to the child care agency's library, *We Adopted A Daughter* is also a book any social agency can recommend to the local public library or, better still, why not present your library with a copy?

HAROLD C. KNIGHT
Children's Aid Society,
Timmins, Ontario.

The Dynamics of Groups at Work, by Herbert A. Thelen. University of Chicago Press, Chicago (Toronto: University of Toronto Press) 1954. 379 pp. Price \$6.00.

Social group work, arising as it has out of the context of social work and social casework, has an orientation towards the welfare of the individual person, his growth and maturity—and the group is the instrument used to achieve these purposes. The group worker sees the need for studying individual growth and behaviour as a prerequisite to dealing with group experience. The importance of respect for individual personality comes through very clearly in this process—

and the process of "individualization" becomes a basic principle of group work. Group work has, therefore, a built-in morality and its practice is essentially an art.

There is another and equally important approach to the group—the scientific and technological. Herbert Thelen makes an outstanding contribution to this field. The reader might be well advised to start his reading with Chapter 6 where the "Basic Principles of Social Technology" are set down. These are stated as:

"The Principle of External Demand", which is the principle that requires the group to establish an objective goal which all the members share because they are able to "externalize" it and give it freedom from the separate feelings and longings which each member individually holds.

"The Principle of Responsibility Assigned to Groups", which is the principle that requires that responsibilities should always be towards groups rather than individuals.

"The Principle of Individual Challenge in the Least-Sized Group" which is the principle that, subject to the requirements of the task, a group should be as small as possible in order to maximize motivation, participation, the individual sense of responsibility, and a recognition of individual contributions.

"The Principle of Steering by Consequences", which is the principle that recognizes that each act changes the situation in which the next act is performed. It recognizes the need for a continuity of correction in group activity.

These four principles are demonstrated in the first part of the book by case presentations on "Rebuilding the Community through Citizen Action", "Educating Children through

Need-Meeting Activity", "Training for Group Participation: The Laboratory Method", "Developing the School through Faculty Self-Training", and "Administration and Management".

In the second part of the book an attempt is made to understand the processes described in the first part. Thelen's method is one of trying to identify common factors that exist in all the different settings described earlier. To do this he discusses "membership", "integration", "problem-solving", "leadership", and finally "community".

The author succeeds remarkably well in giving new dimensions to group experience. His illustrations make the reading of his analysis both easy and stimulating. He has brought home forcefully to this reader an impression of "group dynamics research" that has been forming over the past few years—namely that the chief contribution of the research so far has been to provide "spatial dimensions" to group life.

Some sentences taken out of the context might make the conscientious group worker break out in a cold sweat for fear of the individual personalities involved in these spatial relationships. But this is to misunderstand completely what Thelen and others are writing about. They are writing about more effective, efficient, or productive group life, as distinct from the group work purpose of helping individuals to maturity through group experience.

What we need in the new field is more writing on ethics and philosophy. Reading between the lines it is obvious that Thelen has as much respect for individual personality as the most committed group worker. He is trying to show that there is a

fundamental difference between manipulation of a situation and the manipulation of persons—and he is dealing with the situation. Put even more positively, it might fairly be said that unless one understands the situation and knows how to manipu-

late it, one cannot free the individual in the group to make his most creative contribution to its and his (the individual's) goals.

R. D. McDONALD

*Y.M.C.A.,
Toronto.*

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Tuesday, June 19

University of Alberta, EDMONTON

In conjunction with the Canadian Conference on Social Work

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Evening of Monday, June 18

Joint opening session of Canadian Conference on Social Work and
Canadian Welfare Council Annual Meeting.

15th Biennial

CANADIAN CONFERENCE ON SOCIAL WORK

University of Alberta, Edmonton

Monday, June 18. Canadian Association of Social Workers.

Tuesday, June 19. Canadian Welfare Council Annual Meeting.

Wednesday, June 20. General Sessions. Workshops, Institutes.
Public Meeting. Speaker: Dr. Martha Eliot, Chief of U.S. Children's Bureau.

Thursday, June 21. Workshops and Institutes.
Conference Dinner. Speaker: Kenyon J. Scudder, Author of
Prisoners are People.

Friday, June 22. General Sessions. Meeting of Canadian Committee on
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Saturday, June 25. Banff-Jasper tour begins.

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